

COLLABORATIVE GOVERNANCE IN ADDRESSING STUNTING IN THE BAJAU COMMUNITY IN BUTON REGENCY

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Abstract

This research aims to understand how collaborative governance between the Buton Regency government and other stakeholders related to stunting issues can collaborate and contribute to reducing stunting rates, particularly in the Bajau ethnic community living in the Buton region. Due to their long-standing isolation above the sea, the Bajo/Bajau community has a lower level of welfare compared to other ethnic communities in Buton. Through a descriptive qualitative approach, the researcher found that although collaboration has been effective at the government level, there are still several obstacles, such as suboptimal private sector involvement and low health awareness among the Bajau community. This research can contribute to an approach to governance, especially at the regional level, that prioritizes aspects of collaboration and does not leave the socio-cultural aspects in the community.

Keywords: *stunting, collaborative approach, Bajau community; local government.*

Abstrak

Penelitian ini bertujuan untuk memahami bagaimana tata kelola kolaboratif antara pemerintah Kabupaten Buton dan pemangku kepentingan lainnya yang terkait dengan masalah stunting dapat berkolaborasi dan berkontribusi dalam menurunkan angka stunting, khususnya pada masyarakat etnis Bajau yang tinggal di wilayah Buton. Karena terisolasi sejak lama di atas laut, masyarakat Bajo/Bajau memiliki tingkat kesejahteraan yang lebih rendah dibandingkan dengan masyarakat etnis lain di Buton. Melalui pendekatan kualitatif deskriptif, peneliti menemukan bahwa meskipun kolaborasi telah berjalan efektif di tingkat pemerintah, namun masih terdapat beberapa kendala, seperti keterlibatan sektor swasta yang belum optimal dan rendahnya kesadaran kesehatan di kalangan masyarakat Bajau. Penelitian ini dapat memberikan kontribusi kepada pendekatan tata kelola pemerintahan khususnya di tingkat daerah yang mengedepankan aspek kolaborasi dan tidak meninggalkan aspek sosial budaya di masyarakat.

Kata kunci: stunting, pendekatan kolaboratif, masyarakat Bajau, pemerintah daerah.

I. INTRODUCTION

One of the main objectives of establishing a state is welfare, whereby the government aims to fulfill its duties in order to provide welfare to its citizens. Indonesia is among the nations that seeks to fulfill the fourth paragraph of the 1945 Constitution's responsibility to give welfare to its citizens.

Health is one of the many foundations that sustain welfare. Given that it indirectly affects

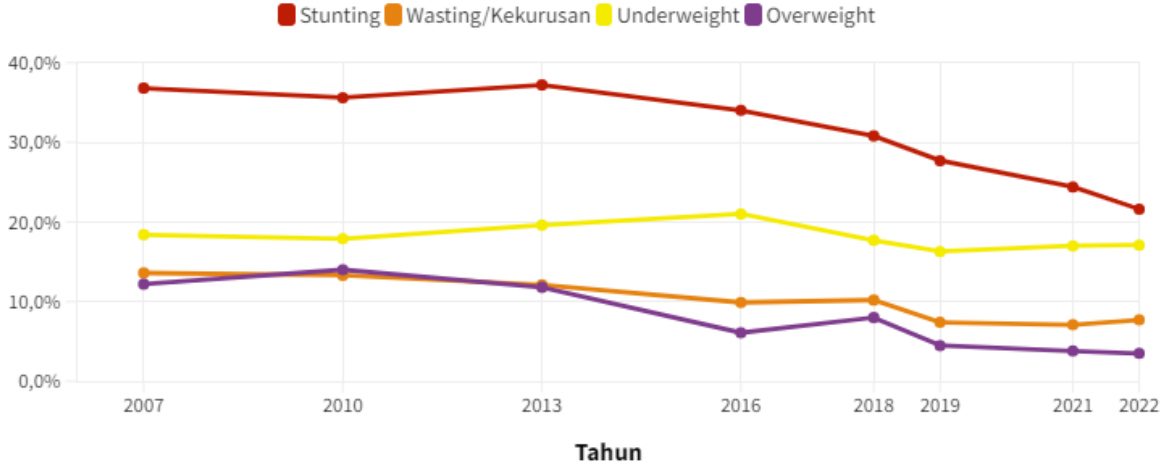
the caliber of Indonesia's human resources, health is a very essential topic to focus on. Malnutrition, or undernourishment, is one of the major issues facing Indonesia's health system.

Four common signs of malnutrition are underweight, overweight, wasting, and stunting (Trihono et al., 2015). Stunting can lead to, risk of chronic diseases such as diabetes, hypertension, and obsession (Kementerian

Kesehatan Republik Indonesia, 2018). Stunting is the most frequent nutritional health issue in Indonesia among these four categories. Stunting is still the most significant concern in the field of nutritional health, yet data from the Ministry of

Health (2023) in Figure 1.1 below indicates that it is likely to decline. Stunting continues to lead the way until 2022, despite a steady drop. Since 2007, there has typically been a less noticeable reduction in the other three illnesses.

Figure 1.1
Comparison of National Nutrition intake



Source: Ministry of Health RI, 2023

Since 2013, there has been an annual decline in the stunting rate. The latest data from the Indonesian Nutrition Status Survey (SSGI) 2022, the prevalence of stunting in Indonesia fell by 2.8% from 24.4% in 2021 to 21.6% in 2022. Although the rate is approximately at the global average, it is still insufficient to meet Indonesia's RPJMN-mandated national prevalence objective of 14%. That means that in order to meet this national target, there needs to be a consistent annual drop of at least 3.8%.

An annual report of the Ministry of Health of the Republic of Indonesia using data from the Indonesian Nutrition Status Survey (SSGI) reveals a decline in stunting rates.

Considering the data of the comparison of stunting prevalence displayed in Figure 1.2 above, it was discovered that 18 provinces still had prevalence rates below the 21.6% current national level. As one of the factors contributing to the stunting problem, Southeast Sulawesi Province's prevalence is still below the national average at 27.7% in

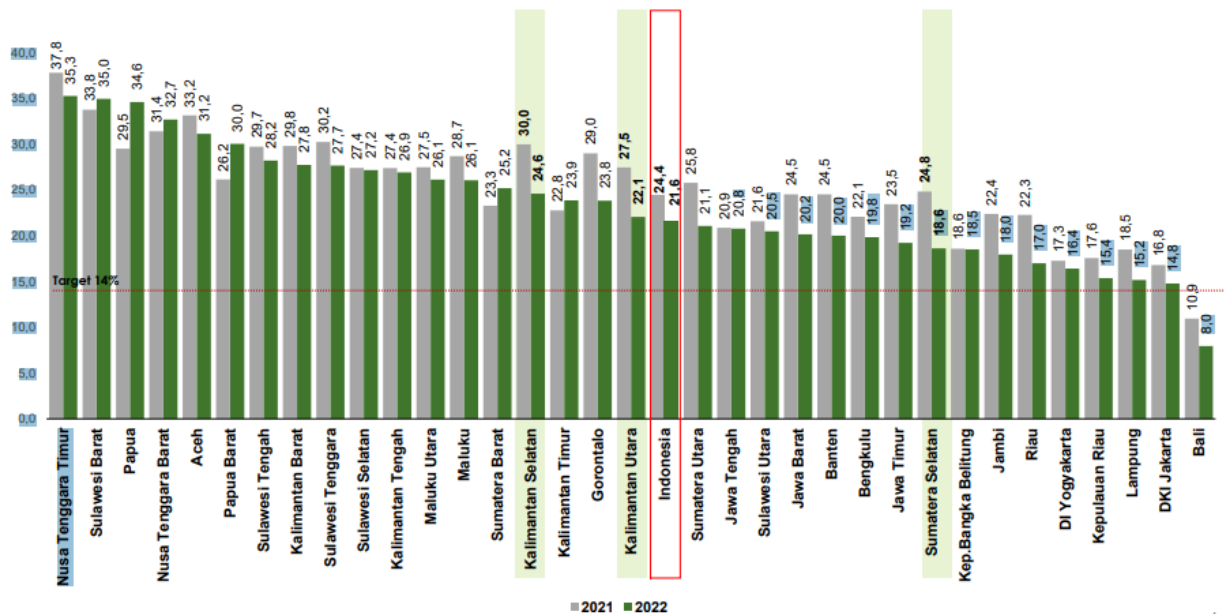
2022, down 2.5% from 30.2% in the year before. This puts Southeast Sulawesi Province into the top ten nationally for the percentage of stunting prevalence, specifically ranking 9th nationally. Therefore, it is crucial that Southeast Sulawesi execute stunting prevention and handling methods as soon as attainable.

The accomplishment is based on a survey that the health office used E-PPGM (Electronic Based Nutrition Recording and Reporting) to undertake. E-PPGM uses information on toddlers who enroll in the *Posyandu* to analyze the prevalence of stunting. According to Table 1.2 above, since 2020, the number of infants targeted for measurement has varied over 10,000 toddlers, with the target realization nearly reaching all toddlers currently in existence. The information is then divided into three categories with an emphasis on calculating the height to weight ratio. Stunting will be applied to toddlers who fit into the extremely short and short categories. Based on the E-PPGBM, the categories for stunting indicate that the prevalence rate in Buton Regency is

improving. In 2022, the percentage of stunting prevalence was 19.22%, which is 2.1% less than in 2021. This makes Buton

the best area in Southeast Sulawesi for managing stunting in 2022 and 2023.

Figure 1.2
Stunting Prevalence of provinces In Indonesia



Source : SSGI Min. of health, 2022

Table 1.1
Comparison of the number of births within the last five years and the stunting prevalence in Buton Regency

TAHUN	KABUPATEN BUTON								
	Sasaran Balita			Normal	Tinggi	Balita "sangat pendek" dan "pendek"			
	RII	Diukur PB/TB	%			Pendek	Sangat Pendek	Jml	%
2020	10,497	8,892	84.7	6,827	81	1,433	551	1,984	22.31
2021	10,923	10,165	93.1	7,937	61	1,644	523	2,167	21.32
2022	10,567	9,977	94.4	8,043	16	1,492	426	1,918	19.22

Sumber: Data E-PPGBM bulan Agustus 2020,2021 dan 2022

The discrepancy between the two data is one component of the need for synchronization between stakeholders in each Regional Apparatus Organization (OPD) engaged in combating stunting. Regent Regulation Number 47 of 2019 for

the Acceleration of Integrated Stunting Prevention and Handling in Buton Regency was released by the Buton government to give a legal foundation. It highlights the value of cross-sector engagement, particularly the cooperation and coordination

of Regional Apparatus Organizations (OPD). However, these organizations are not the only tool to synchronize the data, instead it relies on the quality of the bureaucracy as a tool used by the government in organizing public services itself (Murni et al., 2023). After that, it was incorporated into Buton Regent Decree Number 359 of 2022, which dealt with the Buton Regency's Stunting Reduction Acceleration Team (TPPS), which was overseen directly by BAPPEDA and additional OPDs. The Buton Regency Government is concerned about a number of programs that address stunting as outlined in the Regent's Regulation, including the First Thousand Days of Life Movement, Posyandu, GERMAS, the Family Independence Programme, also known as PKH, and the Stunting Reduction Movement. The collaboration is expected to bring positive impact, such as research conducted by Sulistiyo et al. (2023), which shows that good government performance is in line with transformation ability which emphasizes data sharing between institutions.

To accelerate the eradication of stunting, every relevant stakeholder are required to actively participate in the complete sequence of actions. They are made up of the press, local governments, youth, young-led organizations, the private sector, and the community of Buton Regency. Shared-budgeting (APBN, Provincial APBD, Regency APBD, Village / Village APBD, and other legal sources) is used to implement nutrition programs. It shows that villages had an active role in preventing stunting in addition to the government acting vertically. Regent Regulation Number 48 of 2019 on the involvement of the Village in Stunting Prevention further regulates the village's involvement. The regulation aims to prioritize the treatment of stunting and provides special attention to the villages that fall under this category. The role of the village is not only to deal with residents who are directly affected by the problem, but also to pay attention to all sectors (Ginting & Bintang, 2021).

Stunting has become more common in the Bajau community of Buton due to a number of issues that can be directly seen in

their society, including poor sanitation, complex spatial planning, low economics, and a lack of knowledge. The majority of moms of girls in Bajo Bahari Village, according to research by Halifu et al. (2020), don't really know how important a balanced diet is for promoting teenage growth. According to studies conducted in conjunction with this, Samrida (2022) discovered the same thing: women in Bajo Bahari still have insufficient understanding about the growth and development of toddlers, both at the "Know" and "Understand" knowledge levels. The similar theme in all studies is the impact of culture on perceptions.

Their marginalization has caused them to lag behind other groups, particularly those in Buton Regency, in terms of welfare and development. The majority of them opt to leave school. Additionally, Bajau children's usual school schedules are disrupted by their busy assisting their parents earn a living at sea. Economic problems also contribute to the very low level of education in the Bajau community, as seen by the inability of parents to pay for their children's education (Ikhsan et al., 2020). Because of the semi-permanent nature of their buildings, which are situated immediately above the sea, the Bajau community's unique way of life makes it difficult to establish an adequate sanitary system for the locals. A Clean and Healthy Lifestyle (PHBS) is deemed unnecessary and unimportant by the majority of residents of Bajau communities (Misdayanti, 2021).

Examining the complexities of the stunting issue in Buton Regency—particularly as it affects the Bajau community—needs comprehensive and coordinated efforts. Strong central collaboration is required to address the prerequisites, and the province, district, and city levels must provide the village community's lead implementers with precise guidelines and technical details. Thus, when addressing stunting issues, academics consider relevant stakeholders using the concept of collaborative governance. By fostering face-to-face communication, establishing trust, upholding commitment, and exchanging common knowledge,

collaborative governance aims to accommodate the interests of diverse stakeholders in working together from the planning stage to the ongoing policy process (Ansell & Gash, 2007).

Some previous studies have been analyzed the implementation of collaborative governance to alleviate the stunting.

The author formulates the problem as follows in light of the background information provided above. Regarding the prevention and management of stunting in the Bajau tribe community in Buton Regency, how was the policies have effectively reinforced eliminate the stunting prevalence? The objective of this study is to investigate collaborative governance that has been implemented to alleviate stunting prevalence in Buton Regency.

A few studies have been selected for the purpose to suggest the uniqueness of this research and to give a brief overview of the research that requires to be examined at. According to a study by Putri, Evalia Nuranita, and Herbasuki N. (2021), face-to-face communication, trust-building, process commitment, shared understanding, and interim outcomes all contribute to the effectiveness of the partnership. Kalirandu, the village chief's lack of dedication, and the uploading issue.

Sukanti and Nur Faidati also carried out research (2021). This study demonstrates that although cooperation has been successful, the private sector has not participated and there is no dedicated communication platform. The community's rejection, unhealthful surroundings, and the family economy are the challenges.

A study of Ahmad Saufi (2021) indicated weak support and the government is still centralised and dominant in controlling resources, making collaboration not going well. Collaboration wants a common perspective, respects innovation and avoids resource dependence on other stakeholders.

LITERATURE REVIEW

Collaborative Governance

The government does not only rely on its internal capacity in implementing a policy and implementing programs. Limited capabilities, resources and networks that are supporting factors for the implementation of a program or policy, encourage the government to collaborate with various parties, both with fellow governments, the private sector and the public and civil society communities so that collaborative cooperation can be established in achieving program or policy objectives (Purwanti, 2016).

Collaborative governance can be formulated as a method of policy formulation and management for the public in which in each process there is involvement from various actors who are not part of the government itself such as community leaders, academics, non-governmental organizations, and other institutions outside the government that have the same interests (Emerson & Nabatchi, 2015).

Another opinion about collaborative governance expressed by Robertson and Choi is a method of making decisions jointly between the government and other actors such as business people and the community where all interested actors are directly involved and have their respective authorities (Robertson & Choi, 2012).

Collaborative Governance according to Ansell and Gash (2007) defines collaborative governance as an arrangement that regulates one or more public institutions that are directly involved with non-public stakeholders in a formal, consensus-oriented, and deliberative collective decision-making process aimed at making or implementing public policies or managing public programs or assets. This definition can be formulated with several keywords that emphasize the six collaborative characteristics stated by Ansell and Gash (2007), including:

- 1) The forum is initiated or implemented by public institutions or actors within public institutions.

- 2) Participants in the forum also include non-public actors.
- 3) Participants are directly involved in decision-making and decision-making and decisions are not necessarily directed at public actors.
- 4) The forum is formally organized and meetings are held jointly.
- 5) The forum aims to make decisions by mutual agreement, in other words it is consensus-oriented.
- 6) Collaboration focuses on both public policy and public management.

Collaborative governance as a form of new public governance has basic values. The basic value is what characterizes it as well as its main content. In other words, the basic value is the point of emphasis. There is an emphasis that is important to understand to make it easier to analyze a phenomenon while creating a new theory of public administration and policy. Collaborative governance is understood as cooperation between actors, between organizations or between institutions in order to achieve goals that cannot be achieved or carried out independently (Noor et al., 2022).

The lack of optimization of collaborative governance can be caused by the existence of cooperation between stakeholders that is only physical and in cooperation does not have strong administration (Anili, 2019). Resource support and public transparency are needed to build trust among all stakeholders. When working together, the parties involved seek a common perspective, value innovation, and avoid resource dependence on other stakeholders (Saufi, 2021).

Stunting

Stunting is one of the Sustainable Development Goal (SDGs) targets included in the second sustainable development goal of eliminating hunger and all forms of malnutrition by 2030 and achieving food security. The target set is to reduce the stunting rate by 40% by 2025. Efforts to reduce stunting both globally and nationally are not without reason. This is because the issue of stunting is closely related to the

quality of human resources in the future (Archda & Tumangger, 2019).

The impacts of stunting can be divided into short-term and long-term impacts. Short-term impacts; increased incidence of morbidity and mortality, suboptimal cognitive, motor and verbal development in children, increased health costs. While the long-term impact; suboptimal posture as an adult (shorter than in general), increased risk of obesity and other diseases, decreased reproductive health, suboptimal learning capacity and performance during school, and suboptimal productivity and work capacity (Kemenkes, 2018).

There are two types of Government of Indonesia intervention frameworks carried out in the stunting intervention framework. The first framework is specific interventions. This framework is an intervention that focuses on the first 1000 days of life (HPK) (Archda & Tumangger, 2019). The first thousand days of life is a crucial period (golden age) for children, because it will affect the growth and development of both knowledge and physical children.

The activities that are ideally carried out to implement Specific Nutrition Interventions can be divided into several main interventions starting from the mother's pregnancy period until giving birth to toddlers, these activities according to Archda and Tumangger (2019) are divided into three, namely Specific Nutrition Interventions targeting Pregnant Women; Specific Nutrition Interventions targeting Breastfeeding Mothers and Children 0-6 Months of Age, and Specific Nutrition Interventions targeting Breastfeeding Mothers and Children 7- 23 months of Age.

II. METHOD

Research Approach

This research uses descriptive research methods that are qualitative in nature. The reason researchers use qualitative methods is due to the suitability of this method in revealing phenomena or facts related to the welfare problems of the Bajau community. Based on the relevance of the approach, the

researcher sees the qualitative approach as the most suitable approach to see Collaborative Governance in Efforts to Prevent and Handle Stunting in the Bajau Tribe Community in Buton Regency.

Data Sources

In many qualitative studies, researchers collect many forms of data and spend a lot of time in natural environments to collect information through four data sources in qualitative research Creswell (2017), namely observation; interviews; documentation, and audiovisual and digital materials. Based on these four sources, the researcher conducted a data search by directly visiting villages that have Bajau community populations. Researchers made in-depth observations of the stunting problems experienced. Researchers also collected data from various parties within the Buton Regency government and other actors both through interviews and examination of available documents related to stunting alleviation.

Research Informants

Informants in this study were selected purposively by selecting several people who have sufficient competence and knowledge about Collaborative Governance in efforts to prevent and handle stunting in the Bajau Tribe community in Buton Regency. The informants in this study are:

No	Informants
1	Head of Government and Human Development, BAPPEDA Buton
2	Head of Community Health Development, Health Office
3	Head of Social Empowerment and Poverty Reduction, Social Service Office
4	Head of Population Control, Counselling and Movement, Population Control and Family Planning Office
5	Head of Rural Area Village Development and Community Empowerment, Community and

	Village Empowerment Office
6	Nutrition Officer, Siotapina Health Centre
7	Posyandu and family planning cadre, Bajo Bahari Village
8	Village Head, Bajo Bahari Village
9	Village Head of Balimu Village
10	Parents of stunted children in Bahari Makmur Village
11	Head. Public Relations Division, Regional Development Bank (BPD) Sultra
12	Customary Chief of Bajau Tribe in Bahari Makmur Village

Research Instrument

The research instrument in research using a qualitative approach is the researcher himself because success in data collection is largely determined by the researcher's ability to live in the social situation that is the focus of research (Yusuf, 2016). The researcher will ensure that all data collected from various sources can be collected first before ending the research to achieve the research objectives.

The author in this study acts as the main tool because the author alone determines the research scenario and goes to the field to observe and interview informants, and also the author must be able to reveal meaning, and interact with values where this cannot be done using questionnaires, questionnaires or other methods. Based on this, the presence of the researcher to come to the research site is required in accordance with the principles of qualitative research, namely the author must establish a good relationship with the research informant. The importance of the researcher as the key instrument of this Qualitative research is intended to receive and obtain valid and testable data.

Objectivity in this research must still be prioritised, so this research is also based on interview guidelines, observation, and documentation. Researchers who act as key

instruments will try to analyse and conclude research based on evidence collected in the field.

Data Analysis Technique

Data analysis seeks to provide answers to questions about the meaning of this research. Analysis also means summarising or organising power and interpreting it as a way of finding meaning or answers. The data sought and found cannot speak for itself, but requires the role of the researcher to interpret it (Leavy, 2017).

III. RESULTS AND DISCUSSION

In this research, the author uses Ansell and Gash's (2007) theory to measure and see the collaboration process that occurs in the Buton Regency environment, especially related to the stunting problem experienced by the Bajau Tribe community. This theory has five dimensions, namely Face to Face Dialogue, Trust Building, Commitment to Process, Share of Understanding, and Intermediate Outcome. Each dimension is then translated into its respective indicators.

1. Face to Face Dialogue

The face to face dialogue stage is an important part of collaboration. The vital aspect that can be seen is the two-way communication process between stakeholders who are at the same time and place to brainstorm.

A. Meetings and Deliberations

The initial process of collaborative activities is to create a communication forum that contains all input to achieve the goals and objectives in accordance with the vision and mission of the organisation in this case the Buton Regency Stunting Reduction Acceleration Team. The meeting is held on an annual schedule by conducting a stunting meeting. Stunting consultation activities in Buton Regency are facilitated by the Buton Regency Regional Planning and Development Agency. As said by Mrs Wa

Ode Any Hastuti, SKM, Head of Government and Community Development of Buton BAPPEDA.

'The stunting summit will be held on 22 August in 2022, then in 2023 the stunting summit will be held on 4 May, as well as the launching of the stunting foster father initiated by BKKBN. The stunting meeting was held to discuss the evaluation of activities from action one to two. Whether the tasks and functions have been carried out which include target data and coverage data, social data, health data from all OPDs and stakeholders in Buton Regency. Rembuk stunting is also held to discuss work programmes that will be carried out in the future.'

Furthermore, Mrs Wa Ode Any Hastuti, SKM explained that the stunting meeting is an annual mandatory agenda that not only measures target achievements, but also serves as a forum for stakeholders to share criticism and suggestions through their respective duties and functions.

'In the stunting meeting, the participants were not only the local government, but all parties were also involved, starting from villages, sub-districts, then from FORKOPIMDA and from the provincial government represented by the Provincial BKKBN. Approximately 40 people attended the meeting which was held in the Regent's Hall.'

Several Regional Apparatus Organisations also showed the same seriousness in the implementation of the stunting meeting. As stated by Mrs Rasdiyanti, S.Km. M.Ph, as Head of the Nutrition and Occupational Health and Sports Health Section of the Buton Regency Health Office, who said that:

'We from the health department continue to participate in the stunting meeting every year, even though we are no longer the leading sector but from the BKKBN office as the executive secretary. We only carry out our duties as the head of the

POK with specific and sensitive interventions'

Another role that must be ensured to participate is that of the village. Participation in deliberations from the village was conveyed directly by Si Reni, the administrator of the Posyandu in Bahari Makmur Village, who said:

'I was included in several meeting activities held by the Buton Regency Government, although I could not speak much, but I was quite familiar with the development of stunting in Buton Regency'

The lack of input from Ibu Reni during the rembuk stunting meeting revealed one important indicator that was not functioning, namely the bottom-up discussion process to listen to input from health workers who are directly involved in the field. However, this is reasonable because the rembuk stunting activity is not only facilitated by the district, but is carried out in stages from the village level to the sub-district level, so that community opinions or input will be conveyed first from meetings at the village level until they are represented at the district level. As conveyed by Udin Ema, SKM, as Head of the UPTD Puskesmas of Wabula Sub-district, who said:

'We did hold a meeting with village officials and other health workers in Wabula Sub-district. The function of the meeting is twofold, firstly as our reporting material before attending meetings at the district level, secondly as a forum for socialisation to the community'

The implementation of stunting consultation at the district level as part of AKSI 3 is a mandatory agenda every year that will be attended by various related parties. Observations in the field showed that the participants were dominated by health officials from the community health centres and cadres in the field. The second largest number of representatives is from the community from each village in Buton District. Then, other parties that are quite

important are representatives from each Buton District Regional Apparatus as well as elements of the private sector and mass organisations.

At the village level, stunting meetings are also carried out and facilitated by the village with assistance from the nearest health centre in each sub-district, this was conveyed by the Head of Bahari Makmur Village, Si Tuti, that:

'In 2024 we did not hold the stunting meeting, but in the years before that there was a stunting meeting. Through that meeting, we also established a village work programme and allocated a budget for handling stunting in Bahari Makmur Village.'

Through the results of the interviews above, the author can conclude that the implementation of face to face dialogue that has been carried out in the form of stunting deliberations has been running properly and has been facilitated by each coordinator at each government level from district, sub-district, to village. In addition, the implementation has also been sufficient to accommodate several stakeholders to sit in one forum to discuss stunting. The shortcoming lies in the quality of communication that occurs where it is expected that there are voices from below (the community) who convey their opinions directly to the forum.

Trust Building

Building trust among stakeholders is crucial before collaborating. Trust is the first foundation for carrying out a joint mission, so that in the future there will be no disputes between stakeholders. However, the process of building trust is not an easy one, as stakeholders have different backgrounds and interests.

a. Building Understanding

The first stage in building trust is the unification of perceptions about the urgency of accelerating stunting in the community.

The Buton Regency Government has taken the first step to unify the understanding of Regional Apparatus Organisations regarding stunting by issuing Regent Regulation Number 47 of 2019 concerning the Acceleration of Integrated Stunting Prevention and Handling in Buton Regency. As explained by Mrs Wa Ode Any Hastuti, SKM, as Head of Government and Community Development of BAPPEDA Buton, who said:

'It is clear that miscommunication between agencies can happen, because basically every related element, especially the Regional Apparatus Organisations working in this TPPS team, have different superiors and interests. For example, the Public Works Office has other work programmes that are more important than being directly involved with stunting reduction activities coordinated by Bappeda.'

Mutual trust between stakeholders is important because it will affect the performance and cohesiveness of the TPPS team in carrying out its duties. This was stated by the Head of Population Control, Counselling, and Movement of the Population Control and Family Planning Office, Mr La Taraisa, SKM, that:

'Indeed, the current challenges related to trust greatly affect the performance of the TPPS team in the field, especially in conducting evaluation reports and budget execution, where we as the implementing secretary for the accelerated stunting reduction programme are very dependent on OPD and other parties such as health workers, both nurses and PKH cadres in the field. If there are manipulations and data errors, this responsibility will be shared.'

Apart from the government, the role of the private sector is also quite good in taking their role in accelerating the reduction of stunting. As part of the pillars of regional development, one of the banks in Buton Regency, namely the Regional Development

Bank (BPD) Sultra, already has mutual trust with the government. As stated by Mr La Ode Agus, SE as Head of the Public Relations Division of Bank Sultra, that:

'In terms of trust, I think there is no need to doubt. Bank Sultra as a partner of the government has a very strong relationship with the government and the people of Buton Regency. The trust is based on our vision to build a better Southeast Sulawesi, especially Buton Regency.'

However, the real challenge in the trust-building process lies with the Bajau people themselves, amid low levels of education and poor economic conditions, making it difficult for the government to convince the Bajau community to move with the Buton Regency Government in reducing stunting rates. This was said by the Siotapina Health Centre Nutritionist, Mrs Farida, A.md.Gz, that:

'At the moment it is difficult for the Bajau people to attend immunisation or stunting socialisation activities, so we from the health workers also sometimes give up. Because the Bajau people still hold on to tradition and they trust village elders more than health workers. Later, when they are very sick, they will come to us to ask for medicine.'

From the results of the interviews above, it can be concluded that building trust is not easy to implement. The biggest challenge for the government in terms of trust is the high barrier of interest between Regional Apparatus Organisations in Buton Regency, which causes them to set priorities between their internal work programs or pursue report deadlines on the Buton Regency Stunting Reduction Acceleration Team. Furthermore, although there are no constraints on trust from the private sector, there is still a vertical conflict of trust between the Bajau community and the Buton District Government. Backward education and economic factors coupled with high cultural beliefs make it difficult for health workers, especially from Puskesmas, to communicate,

including in relation to handling stunting in Bajau villages.

Responding to the challenges outlined above did not make the government or other parties passive in reducing the stunting rate in Buton Regency. Several approaches are taken both internally within organisations and between organisations to build trust. The most contrasting approach at this time is the encouragement of superiors to subordinates. As said by Mrs Wa Ode Any Hastuti, SKM as Head of Government and Community Development of BAPPEDA Buton, who said:

'We are grateful that we currently have the full support of the regent, where he always asks for a progress report on handling stunting every quarter. This is the basis for us to encourage other vertical and horizontal agencies to provide their progress reports. Otherwise, other OPDs will not be as responsive as we hope.'

Apart from the regional head, the hierarchical approach is also felt by the Buton Regency Population Control and Family Planning Office, which must work in synergy with the Provincial BKKBN, thus urging the Population Control and Family Planning Office to work according to the targets set.

'I always attend stunting coordination meetings at the province, so I always encourage my colleagues at the BKKBN to work optimally to meet the target deadline so that our reporting at the province does not get stuck because this is also related to the image of Buton Regency at the provincial level and even this is also important for the regent so that he does not get a warning from the province.'

In contrast to OPDs that tend to be bound by superior orders, the approach taken at the sub-district and village levels to build community trust in the government's mission is more varied and emphasises socio-cultural values. The role of the village is crucial in

delivering messages and building cooperation with the surrounding community. This was conveyed by Mr Mahajani Ridwan, S.STP as the Head of Village Economic Enterprises, Institutions, Natural Resources, TTG and Sosbud of the Buton Regency PMD Office, that:

'We have just issued and socialised the latest regent regulations for villages in Buton. In essence, they must become a direct extension of the government in taking action to accelerate stunting, including allocating their village funds for this programme.'

Based on this regulation, as well as the village's authority to regulate and maintain the security of its citizens, the village functions must run properly, including encouraging its citizens to actively participate in this stunting acceleration programme. Related to this, Balimu Village approached the community by involving important elements such as Village Officials and PKK Organisations to join this program. As Si Hamer, the village head of Balimu, said:

'In Bajo, we have village officials who are very close to the community. So we hope that through these village officials the community can get information and can actively come to the posyandu. In addition, we also invite traditional leaders and PKK mothers to discuss this stunting programme so that the community can gain the trust of the community.'

Balimu Village's approach is good and has the same programme as other Bajau villages. However, this is seen differently by health workers who feel the impact of the village's efforts in Bajau is less than optimal, as said by Mrs Farida, A.md.Gz as a Nutrisiionist at the Siotapina Sub-District Health Centre who said:

'although we have returned to the village head's house, and the village head has conveyed it to the Bajau community, there has been no significant change so far. The number of people who come to the

posyandu is still small, which makes it impossible for us to weigh them.'

A different approach was taken by the Wabula Health Centre, which was arguably more successful in addressing the Bajau people's crisis of trust in the government than other Bajau villages. Mr Udin Emma, SKM as Head of UPTD Puskesmas Wabula, said:

'we found that one of the main obstacles of these Bajau people is language. So far, Bajau people don't really respond to government calls because basically they don't understand what the health workers who come to their village are saying. So we often leave messages with the village head first to be conveyed and spread to the community. However, this is not very effective'

Communication barriers are a major obstacle to building trust between the government and the Bajau community. Language differences between Bajau and mainlanders make communication ties ineffective. This is exacerbated by data showing a high illiteracy rate in the Bajau. Therefore, an approach through education is important, as Mr Udin Ema, SKM as Head of the Wabula Health Centre, further said:

'Since I became a health educator at this health centre, when I go down to Bajau, I not only socialise about health but also encourage them to go to school. Alhamdulillah, now there is a result, one of our nurses at this health centre is a native Bajau, you could say the first midwife from Bajo Bahari village. So, every time we do counselling in Bajau villages, I always send her down with us.'

Summarising the above statement, there are different approaches at each level of collaboration. The horizontal approach through the hierarchical command of the regional head and the province is very important to encourage Regional Apparatus Organisations to work together and create trust along with the collaboration process. However, there are many obstacles in building trust between the government and

the Bajau community, especially regarding language and cultural differences. In this regard, the government collaborated with village officials and customary leaders in Bajau villages to socialise activities, which ultimately did not have a significant impact. One of the most effective ways is to provide an educational approach to the Bajau people, although this requires a long-term process.

3 Commitment to Process

Commitment has a very close relationship with how stakeholders participate in the collaboration process. After having trust in other colleagues, the next thing that needs to be developed is how these parties are able to work according to their main tasks and functions either under the orders of their obligations or conscience beliefs to achieve the desired impact. In the world of government, commitment to process generally describes the consistency of stakeholders to follow and develop initial concepts or planned SOPs that are usually in the form of regulations.

a. Interdependence

Interdependence in collaboration refers to the mutual need between stakeholders. This shows the complexity of the problem that cannot depend on one conversation alone and requires other parties. The link in dependency is how stakeholders implement programmes together that do not accentuate the dominance of one party over another.

The cohesiveness and cross-sectoral communication carried out by the Buton Regency Stunting Reduction Acceleration Team (TPPS) is well done, as explained by Mrs Wa Ode Any Hastuti, SKM as Head of Government and Community Development of Buton Regency BAPPEDA, who said:

'As the TPPS coordinator, Bappeda Buton is of course dependent on other agencies, because we here only work as admin or liaison. Meanwhile, the data and programme implementation are carried out by other Regional Apparatus Organisations. So, we really hope that our

friends from other OPDs can report both the programme plan and the recap of its implementation to us on time.'

The relationship is also carried out by the Buton Regency Social Service, through the Head of Social Empowerment and Poverty Handling, Mr Ifol, SH, that:

'in improving the welfare of the Buton community, the Social Service has intense coordination with Bappeda to approve our programmes, as well as make budget adjustments. But, we are also very dependent on Social Service officers in the field such as PKH Facilitators and Village Heads to distribute Social Assistance and other assistance to the community.'

The private sector, which does not have strong ties with the government, such as banks, is a different matter. The Head of the Public Relations Division of the Regional Development Bank (BPD) of Southeast Sulawesi, Mr La Ode Agus, SE, said:

'Because we are private, we don't really depend on the government for programmes like CSR. It usually depends on our internal programmes in Bank Sultra. Or usually there are also often people who ask directly for CSR to the company, then we will consider it.'

Similarly, Si Hamer, the Bajau customary chief of Balimu Village, told Bank Sultra that:

'because this is a programme from the government, so mostly it is the government who comes to ask us to attend meetings. But, for us, maybe we just hope for help or a good programme from the government for the people in Balimu Village.'

From the explanations of several interviewees above, it can be concluded that dependence on stakeholders can be influenced by the scale of work and authority that is directly related to the stunting programme. Just as the Buton Regency Regional Development Planning Agency is

highly dependent on other OPDs in collecting stunting data, the Social Affairs Office is also one of the OPDs that has a dependency on other sectors, although the dominant dependency is greater on PKH officers and the Village Government. On the other hand, non-governmental parties that have a smaller role such as Bank Sultra and traditional leaders have a smaller dependency in this stunting reduction programme.

b. Shared Ownership of the Process

Shared ownership assesses how stakeholders feel they have the same goal and feel that every process and decision taken has a role for each stakeholder. In handling stunting, the government certainly has a major role in its implementation. This was explained by the Head of the Nutrition and Occupational Health and Sports Health Section of the Buton District Health Office, Mrs Rasdiyanti, S.Km. M.Ph, who said:

'As a party that has authority in the health sector, our role in reducing stunting in Buton is very important because it involves health-specific interventions. We have personnel both at the health centre and posyandu who work earnestly to make this programme a success.'

This was confirmed by the Nutritionist at Siotapina Health Centre, Mrs Farida, A.md.Gz, who said:

'We carry out posyandu regularly accompanied by health socialisation to support government programmes, especially in the field of stunting. So far, we have followed what has become a programme from the Health Office such as the Posyandu Party which has been quite successful.'

The community also felt included in the process through meetings to which the village government was invited as well as socialisation from health officials. This was said by Si Yima, that:

'The village head and puskesmas people often invite me to join meetings. If I have

time, I also come, if not, sometimes I don't come. I also try to feed my child every day, because the puskesmas often tells me that parents are important in maintaining their child's intake to prevent stunting'.

From these interviews, it can be seen that ownership of the process is highly dependent on cross-sectoral cooperation between Regional Apparatus Organisations because it can influence the policy and decision-making process. While the puskesmas as a liaison is the sector that plays an active role in the implementation of the programme in the field by working with posyandu officers and PKH cadres. However, in the collaboration process, the Bajau community still looks passive by only attending socialisation and receiving assistance from the programme.

4. Share Understanding

Sharing understanding is important to provide a common mindset of one goal to achieve organisational targets. Handling stunting in Buton Regency is a big responsibility of the Buton Regency TPPS team and other parties to reduce the stunting rate in accordance with the central government's target. Thus, the equation must be followed by a clear mission and the same perspective.

a. Clear Mission

The mission to reduce stunting has been outlined in several regulations from the centre and from the regions. For handling stunting in the region, the Buton Regency Government adheres to Regent Regulation Number 48 of 2019 concerning the Acceleration of Integrated Stunting Prevention and Handling. This was explained by Mrs Wa Ode Any Hastuti, SKM, from the Buton Regency BAPPEDA, who said that:

'In accordance with the AKSI Convergence plan, BAPPEDA is currently working as a coordinator to collect stunting data from various OPDs. The mission that we carry out is of course in accordance with the PERPRES regulation

on stunting number 19 of 2021, then the regulations of the minister of health and Bappenas regarding the Convergence AKSI plan'.

The Population Control and Family Planning Office also said the same thing about the flow of missions in the existing convergence AKSI, through the Head of Population Control, Counselling, and Movement, Mr La taraisa, SKM, said that:

'Currently, Buton Regency has entered ACTION three, then we will do another evaluation at the 2024 Development Planning Meeting, until the target goals can be achieved. We also always work in accordance with the targets of the provincial government and the central government.'

For Local Government Organisations that have authority over non-specific interventions, the mission is translated into optimising their functions related to the tasks and functions of the organisation. For example, the Head of Social Empowerment and Poverty Handling at the Buton District Social Service, Mr Ifol, SH, said:

'the task of the Social Service in this stunting reduction programme is to improve the welfare of the community, especially in villages with high stunting. Stunting is actually although people say it is a health problem, but the main source is the economic ability of the community, in this case related to their welfare. So we also follow instructions from the Ministry of Social Affairs and work with other sectors to provide welfare improvement programmes to the community'.

Unlike the Buton District Government, villages in Bajau fulfil their mission to reduce stunting in accordance with the direction of the government above them. As the village head of Balimu, Si Bondo, said:

'We always follow directions from the district government, usually conveyed through the sub-district, or meetings between village heads in Pasarwajo (the

district capital). Then we hold meetings at the village level to follow up on the results and convey them to the community.'

This was corroborated by the Head of Village Economic Enterprises, Institutions, Natural Resources, TTG and Socio-Cultural Affairs, Mr Mahajani Ridwan, S.STP, who said that:

'Last month we just socialised the Regent Regulation on the role of villages in handling stunting where villages are obliged to budget village funds to help the national stunting reduction programme. Our task so far is to review policies that will be implemented at the village level and to socialise these policies.'

Through the explanation above, the current mission is very clear and understood by every stakeholder, especially the Convergence AKSI plan from Bappenas. Furthermore, for the village level, the mission to reduce stunting is based on district-level regulations.

b. Common Problems

Problems in the collaboration process need to be viewed equally between the relevant stakeholders so that no one party excludes its role in the team. Since being made a national priority programme, the local government of Buton Regency has been paying attention to stunting since 2021. As said by the Head of the Nutrition and Occupational Health and Sports Health Section of the Buton District Health Office, Mrs Rasdiyanti, S.Km. M.Ph, who said:

'This stunting has been around for a long time, we have run the programme before the existence of presidential regulation 19 of 2021, because at that time there was a health ministerial regulation. Plus regulations from the centre, to create the golden generation of 2045, so this programme is a priority for the current government'

The problem of stunting when viewed from the perspective of the Social Service

can be resolved if the root causes of poverty and education can be improved, this was said by Ifol, SH from the Social Service, who said:

'The main problem of our region and including Indonesia is poverty, how can someone focus on taking care of their children if for example they live under poverty. Coupled with poor education levels, stunting will be difficult to solve if it does not go hand in hand with poverty and education.'

The problem of stunting is not only an economic problem in terms of income and education, there are other more important factors such as inflation, as said by Mrs Wa Ode Any Hastuti, SKM as Head of Government and Community Development of Buton BAPPEDA, namely:

'Actually, income is not the only factor that affects the stunting rate. There are two other factors. The first is education, whether people can have awareness of stunting or not. The second is inflation, whether basic needs can be afforded by the community or not.'

Furthermore, Mrs Wa Ode Any Hastuti, SKM said her opinion which contradicts the cause of stunting which is identical to poverty, according to her the government must pay attention to maternal parenting.

'If you look at the facts in the field, there are also many stunted children who were born from well-off families. This means that financially their parents can provide good nutritional support, but the mothers are less creative so they choose instant methods and affect the growth and development of the child.'

Parenting of infants and toddlers is indeed a problem that is difficult to overcome in the field. As found by the Siotapina Health Centre Nutritionist Mrs Farida, A.md.Gz, who said:

'Bajau people are a bit difficult, even though they produce fish, sometimes the

money is used to buy indomie. Sometimes their mothers leave their children with their grandmothers and then go and help their husbands fish. Many also protest when their children are said to be stunted.'

Polemics occur when there is a lack of understanding between the government and the community about the importance of stunting, making collaboration less than optimal, as complained by the Posyandu cadre in Bahari Makmur Village, Si Reni, who said:

'the enthusiasm of the community to come to the posyandu can be said to be very lacking. Many people run away when there is socialisation or posyandu days. The reason is because they are afraid that their children who are injected will become sick. So we are also overwhelmed to provide understanding about stunting if they don't come to the posyandu.'

This is in line with the author's observations when attending the Posyandu in Bahari Village, none of the community members attended the programme even when the Posyandu was closed. The lack of enthusiasm from the Bajau people is a common experience for health workers from the Siotapina Health Centre, so officers have to pick up people at their respective homes.

According to the head of Puskesmas Wabula, there should be an expansion of the meaning of stunting which only measures the ratio between body weight and age. So that people do not only pay attention to the physical form of stunting, but can also pay attention to the quality of nutrition, weight, and so on.

'So far, our society thinks that stunting is not a dangerous thing. Because they feel their children are smart and active at school, they see stunting as a trivial problem. So, I want to propose to the government to pay more attention not only to stunting.'

From the above view, the government directs the problem of stunting to the ability and awareness of the community towards good parenting for their children and toddlers. However, according to Si Yima as one of the parents in the Bajau Tribe who has a stunted child, the obstacle arises in their ability to provide good intake to their children. Si Yima said:

'I am also confused about this stunting, because it is difficult. People at the health centre say that children should eat eggs, fish and milk. Meanwhile, the price of milk in the market is expensive. Not to mention that now the sea season has changed, the income from the father is uncertain. As long as my child is healthy, he will have his own fortune.'

Looking at the opinions of the informants above, there are some differences in understanding of the problems in stunting among stakeholders. The government through the Health Office and the Population Control and Family Planning Office, which have the task of conducting specific interventions, sees the problem of stunting as important in supporting the central government's programme to reach the prevalence target of 14%. Meanwhile, other agencies that have a collaborative intervention role do not specifically see the problem of stunting from their authority. For example, the social services office sees the issue of stunting through welfare issues.

Meanwhile, at the sub-district to village level, stunting experiences differences in understanding, especially health workers and the community. Puskesmas and posyandu officers experience obstacles when the Bajau community tends to ignore posyandu programs and health socialisation due to their lack of awareness of child development.

5 Intermediate Outcomes

Intermediate Outcomes can be interpreted as interim results obtained to measure the progress of the programme that

can be found from the Buton District EPPGM data.

a. Achievements of the Buton District TPPS Collaboration

The reduction of stunting in Buton District has shown good progress, as evidenced by the consistent decline every year. As stated by the Buton District TPPS Coordinator, the Buton District Regional Development Planning Agency through Mrs Wa Ode Any Hastuti, SKM, that:

‘Currently Buton has received appreciation for three consecutive years from the provincial government because the handling of stunting in Buton district is the best, we happened to be awarded one unit of car to help operational activities in the field’.

Regarding the debate on the use of EPPGM and SSGI data, Mrs Wa Ode Any Hastuti, SKM, also explained that:

‘we are currently relying on EPPGM, because the method of measurement is by taking samples in all posyandu in Buton District so it is more accurate than SSGI which uses random samples in the field’.

The Buton District Government issued Regent Regulation No. 48/2019 on the Acceleration of Integrated Stunting Prevention and Handling in Buton District. Since the issuance of the Buton Regent Regulation, the prevalence rate in Buton Regency has decreased every year. The decline can be seen from table 4.9 below:

*Tabel 4. 1
Comparison of Infant and Stunting prevalence In Buton*

TAHUN	KABUPATEN BUTON								
	Sasaran Balita			Normal	Tinggi	Balita "sangat pendek" dan "pendek"			
	Rll	Diukur PB/TB	%			Pendek	Sangat Pendek	Jml	%
2020	10,497	8,892	84.7	6,827	81	1,433	551	1,984	22.31
2021	10,923	10,165	93.1	7,937	61	1,644	523	2,167	21.32
2022	10,567	9,977	94.4	8,043	16	1,492	426	1,918	19.22

Source: Data E-PPGBM August 2020,2021 and 2022

Based on this data, the decline occurs consistently every year. Although the number of babies measured increased in 2021 with the number of measurements also increasing, the stunting prevalence rate still decreased by 0.99%.

These changes are felt by health workers in the field, as the Head of Puskesmas Wabula, Udin Ema, SKM, said:

‘there are many challenges to overcome in Bajau village, but it is a little better now compared to the beginning of 2019 and 2021. At that time, we really intensely introduced stunting to the community, through installing billboards, direct counselling, creating posyandu cadres and kpm cadres. With all these efforts, we hope that the community can have sufficient insight into stunting, including its prevention’.

This opinion is in line with the testimony said by Si Yima, who feels familiar with stunting because she often hears and sees campaigns carried out by health extension workers, Si Yima said:

‘I already know about stunting, because everywhere I go I meet this stunting programme. Most often it is at Posyandu, it is conveyed continuously by health extension workers. At least now we, the mothers in Bajo Bahari Village, know what is wrong and what is right regarding parenting our children.’

From these interviews, it became clear that the accelerated stunting reduction programme carried out by the Buton District Stunting Reduction Acceleration Team had a good impact on the community. This can be seen from the consistently declining stunting prevalence rate, coupled with increased community knowledge about stunting and its management.

IV. CONCLUSION

Based on the results of the discussion regarding collaborative governance in efforts to handle and prevent stunting in the Bajau Tribe community in Buton Regency, the

author can conclude that the collaboration process between stakeholders in reducing stunting cases in the Bajau community in Buton Regency has been running properly, although there are still several obstacles that make the implementation of cooperation between related parties not optimal. The conclusions based on each indicator:

- a. Based on the face to face dialogue aspect, the Buton Regency Government through the Buton Regency Regional Development Planning Agency has conducted scheduled annual stunting meetings that accommodate various elements from government and non-government in the forum. In addition, stunting meetings are also held in stages from the district, sub-district, to village level. Although the drawback lies in the quality of communication that is not yet two-way, especially in Bajau village.
- a. Based on the trust building aspect, inter-sectoral Regional Apparatus can run well inseparable from the hierarchical and regulative approach. Meanwhile, building trust with the Bajau community there are obstacles from educational and economic factors so that a more cultural approach is needed as well as human resource development through education.
- b. Based on the aspect of commitment to the process, the Regional Apparatus through the District Stunting Reduction Acceleration Team has carried out tasks according to their role in the organisation. The role of Puskesmas and cadres in the community is very important to implement policies to the target audience, namely the community.
- c. Based on the share of understanding aspect, the understanding of each stakeholder at this stage is very good, marked by the suitability of the programme and the targets achieved with the AKSI Convergence guidelines. However, although the level of knowledge of the Bajau community regarding stunting is good, there are conflicts in the Bajau community that

consider the problem unimportant, thus affecting their parenting.

- d. Based on the intermediate outcomes aspect, the Buton District Government has succeeded in achieving the targets set, one of which is reducing stunting by 16% and receiving an award from the Southeast Sulawesi Provincial Government as the region with the best handling of stunting in Southeast Sulawesi Province.

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