

Collaborative Governance Strategies To Accelerate Stunting Handling In Kampar District

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ABSTRACT

This research explores the implementation of collaborative governance strategies between the government, private sector, community, educational institutions and non-governmental institutions in an effort to accelerate stunting management in Kampar Regency. Using the Penta Helix collaboration model and collaborative governance theory as a conceptual framework, this research identifies the key factors that support successful collaboration, as well as the challenges faced and strategies for overcoming them. Through case studies, this research highlights the importance of effective coordination and communication, resource integration, community empowerment, as well as the need for capacity building and development of sustainability strategies. The recommendations presented aim to strengthen collaborative governance practices and increase the effectiveness of stunting reduction programs, contributing to broader efforts to improve the welfare of children and communities in Kampar Regency.

Keywords: Governance Strategy, Acceleration of Stunting

1. Introduction

Stunting is a significant public health problem in many developing countries, including Indonesia. As a condition caused by chronic malnutrition in early life, stunting not only affects children's physical growth but also their cognitive abilities and productivity in the future. Kampar Regency, as one of the regions in Indonesia, faces challenges in reducing stunting rates which are historically high.

The stunting reduction target is important to implement for the welfare of children in Indonesia. Considering the Sustainable Development Goals 2030 (SDGs) agenda, the second goal for that year is expected to be able to eliminate malnutrition, stunting and wasting (children under 5 years), and fulfill the nutrition of adolescent girls, pregnant and breastfeeding mothers and the elderly (United Nations, 2015).

Even though various efforts by the government and non-government organizations have been made, reducing stunting rates still requires a more innovative and integrated approach. In the last decade, a new paradigm in managing and handling public health problems has emerged, namely through collaborative governance strategies.

In public administration it is called Collaborative Governance, Ansel and Gash define Collaborative Governance as a governance arrangement in which one or more public institutions directly involve stakeholders outside the government in a formal joint decision-making process. Decision making is consensus-oriented and deliberative aimed at developing or implementing public policy (Ansell and Gash, 2007).

Collaborative Governance can also be considered as "a process and structure for decision making and public policy management that allows the government, society and the private sector to work constructively across institutional boundaries to implement joint public policies (Emerson, 2015).

This approach recognizes the importance of intersectoral collaboration between government, the private sector, communities, educational institutions, and non-governmental organizations in achieving public health goals. A collaborative approach offers a framework that allows various stakeholders to work together effectively, sharing resources, knowledge and expertise to address complex problems such as stunting.

The author conducted research in Kampar Regency with considerations based on data from SSGI (Indonesian Nutrition Status Survey) which shows that the prevalence of stunting reduction in 2019 was 32.99%, in 2020

the prevalence was 23.07%, and in 2021 there was an increase in prevalence, namely 25.7 %, in 2022 it will be 14.5%. Until now, namely in 2023, there has been a decrease of 11.2%.

According to Mastina, it is not yet certain whether the reduction in stunting prevalence was due to the contribution of the health and non-health programs and policies implemented (Mastina, 2021). So more in-depth research is needed to answer the success of the program to accelerate stunting prevalence by the Kampar Regency government.

Kampar Regency has adopted this collaboration model in its stunting reduction acceleration program, utilizing the Penta Helix framework involving government, the private sector, local communities, educational institutions and non-governmental organizations. This initiative has provided new insights into how collaboration can be improved and applied more widely to achieve stunting reduction targets. However, challenges in implementing collaborative models remain, ranging from inter-agency coordination, resource allocation, to program monitoring and evaluation.

This article aims to explore how collaborative governance strategies are implemented in the acceleration program for handling stunting in Kampar Regency. Through this case analysis, the research seeks to identify key factors that support successful collaboration, as well as challenges and lessons that can be learned for application in other regions.

By understanding the dynamics and collaborative strategies in the local context, this research contributes to the literature on public health management and provides practical recommendations for local governments and other stakeholders in designing and implementing more effective and sustainable stunting reduction programs.

Based on the background above, the author is interested in researching and writing the results in a scientific journal entitled "Collaborative Governance Strategy in Efforts to Accelerate Stunting Handling in Kampar Regency". From the background of the problems described above, the problems that will be discussed are as follows:

1. How can collaborative governance strategies between the government, private sector, community, educational institutions and non-government organizations be implemented to increase the effectiveness of the stunting reduction acceleration program in Kampar Regency?
2. What are the main challenges faced in implementing the Penta Helix collaboration model in efforts to reduce stunting in Kampar Regency and how can these challenges be overcome?

2. Literatur Review

The following is some literature review compiled by the author related to collaborative governance strategies in efforts to accelerate handling of stunting in Kampar Regency, namely:

Ansell and Gash, (2008) described it as an approach that allows government and non-government actors to work together in a consensual and deliberative decision-making process to develop and implement public policy. Emerson, Nabatchi, and Balogh (2012) added that collaborative governance integrates resources, knowledge, and expertise from various sectors to achieve results that are impossible to achieve by a single entity alone. This concept is important in the context of stunting reduction, where collaboration between sectors is needed to overcome multifaceted problems.

Carayannis and Campbell (2012) introduced the Penta Helix Model as a framework that involves collaboration between government, industry, academia, civil society, and the media in innovation and policy development. In the context of stunting reduction, this model facilitates the integration of broad knowledge and resources, including nutrition interventions, health education, and sanitation infrastructure (Rianti and Pratama, 2018).

A study by Bryson, Crosby, and Bloomberg (2020) shows that collaborative governance can increase the effectiveness of public health programs through improved coordination, more efficient use of resources, and community empowerment. In the context of stunting, coordinated and participatory interventions are identified as the key to success in reducing the prevalence of stunting (Hidayat and Thaha, 2019).

Silvia (2011), explains several successful implementations of collaborative governance in the context of collaborative leadership, including building shared commitment, identifying resources, building shared understanding, getting support from stakeholders, and building trust.

Meanwhile, according to Rice and McCool (2022), their research explains that the success factors for collaboration, namely inclusiveness in selecting team members, decision making based on consensus and response to public input are important factors.

Castañer and Oliveira (2020) argue that through collaboration, actors can voluntarily work together to achieve shared or individual goals, thereby enriching collaborative governance with aspirations, knowledge and resources. Even though collaboration is difficult to achieve, according to Marek et al., (2014) collaboration is very important for solving complex social problems and meeting social needs. Therefore, Collaborative Governance is widely recognized as an important aspect in managing public problems.

According to Wanna, (2008), several weaknesses include difficulties in getting political or ministerial support and also complicated bureaucracy. According to several studies (Berardo, 2020; Bryson, 2020; Cain, 2020; Sørensen, 2017) explaining research on institutions in Collaborative Governance, the case is that NGOs are

needed to minimize the risks of collaboration. Institutions are an important part of cooperation, and the institutional framework will be a reference in decision making.

Although collaborative governance offers many benefits, implementation challenges remain. Kettl (2006) identified key challenges, including inter-stakeholder conflict, difficulties in sharing resources, and differences in institutional capacity. Research by Smith and Lipsky (1993) adds that disparities in power and access to resources between stakeholders can hinder the collaboration process.

Overcoming challenges in collaborative governance requires a comprehensive strategy. Agranoff and McGuire (2001) suggest the importance of capacity building and training for stakeholders, as well as the development of mediation mechanisms to resolve conflicts. Leach and Pelkey (2001) emphasize the importance of effective communication and the establishment of collaborative norms as tools for overcoming barriers.

The literature shows that collaborative governance has significant potential in increasing the effectiveness of stunting reduction programs through the integration of resources and knowledge across sectors. The Penta Helix model in particular offers a promising framework for inter-sector collaboration in addressing stunting. However, challenges in implementation require special attention, including strategies to resolve conflicts, ensure equitable distribution of resources, and build the capacity of all stakeholders. Further research is needed to identify best practices in collaborative governance that can be adapted and implemented in specific local contexts such as Kampar District.

3. Research Methods and Theoretical Framework

3.1 Research Methods

This research is descriptive qualitative research, which aims to understand and describe how collaborative governance strategies are implemented in efforts to accelerate the handling of stunting in Kampar Regency. This research focuses on in-depth analysis of interactions, processes and dynamics between stakeholders in a collaborative framework (Sugiono, 2008).

Case studies are used as an approach method in this research, allowing researchers to explore and analyze in depth collaborative governance practices in real contexts in Kampar Regency. This approach facilitates a comprehensive understanding of the factors influencing the effectiveness and challenges of collaborative strategy implementation.

This research will use two types of data sources, namely primary data obtained through in-depth interviews with various stakeholders involved in stunting reduction programs, including representatives of local government, the private sector, civil society, academics and non-governmental organizations. And also secondary data which includes official documents, program reports, academic publications, and other sources of information relevant to the implementation and evaluation of the stunting reduction program in Kampar Regency (Mulyana, 2001).

The data collection tool applied in this research is that the researcher will use a semi-structured interview guide to collect data from sources, allowing flexibility in answering and providing in-depth insight into their experiences and perceptions. Apart from that, participatory observation was carried out to obtain contextual understanding regarding interactions and collaborative practices between stakeholders in program-related activities. Then also through research analysis of documents and other related materials will be carried out to support and verify the data obtained from interviews and observations (Herdiansyah, 2014).

Data analysis will be carried out through the following process (Meolong, 2009):

- Coding and Categorization

Data obtained from interviews, observations and documents will be coded and categorized based on relevant themes that emerge.

- Thematic Analysis

These themes will be analyzed to identify emerging patterns and relationships, with the aim of understanding the practices and dynamics of collaborative governance in reducing stunting.

- Triangulation

To increase the validity of the findings, data from various sources will be confirmed and compared through a triangulation process.

- Reflection

Researchers will critically reflect on the research process and findings, considering limitations and implications for future research and practice in the field.

This methodological approach ensures that the research can provide comprehensive and in-depth insight into the implementation of collaborative governance strategies in handling stunting in Kampar Regency, while identifying supporting and inhibiting factors.

2.2 Theoretical Framework

To answer the problem formulation regarding collaborative governance strategies between the government, private sector, community, educational institutions and non-government institutions in increasing the effectiveness of the stunting reduction acceleration program in Kampar Regency, the appropriate theoretical framework is the Penta Helix Collaboration Model and Collaborative Governance Theory. These two theoretical frameworks provide a conceptual basis for understanding and analyzing the dynamics and mechanisms of inter-sector cooperation in overcoming complex problems such as stunting.

The Penta Helix Collaboration Model states that solutions to complex problems can be found through collaboration between the five main elements of society: government, industry/business, academia, civil society, and media. This model expands the Triple Helix model (university, industry and government) by adding two more actors, namely civil society and media, to create a more inclusive and sustainable innovation system. In the context of stunting reduction, this model allows the integration of resources, knowledge and innovation from various sectors to create more effective and sustainable intervention strategies.

Collaborative Governance Theory outlines how actors from various sectors can work together in a consensus-based and participatory environment to formulate and implement public policy. Ansell and Gash (2008) identified important conditions for effective collaboration, including the presence of shared motivation, collaboration capacity, and a fair negotiation process. This theory emphasizes the importance of building trust, managing conflict, and creating shared commitment among all stakeholders, which is crucial to achieving common goals.

In applying these two theoretical frameworks to answer the problem formulation, the research will focus on:

- **Identification and Analysis of Common Motivations:** Understanding the common interests that encourage collaboration between sectors in reducing stunting.
- **Building Collaborative Capacity:** Analyze the resources, expertise and knowledge each sector brings, and how these can be integrated to support stunting reduction activities.
- **Negotiation Process and Conflict Management:** Assess how conflicts and differences of opinion are resolved through a fair and open negotiation process.
- **Implementation and Evaluation:** Examines the mechanisms for implementing collaborative strategies and how their effectiveness is evaluated.

Applying the Penta Helix Collaboration Model and Collaborative Governance Theory provides a comprehensive framework for analyzing and designing effective collaboration strategies in efforts to reduce stunting in Kampar Regency. This framework not only enables the identification of potential synergies between sectors but also helps in formulating holistic and sustainable solutions to the stunting problem.

4. Results and Discussion

4.1 Collaborative Governance Strategies Between Government, Private Sector, Communities, Educational Institutions and Non-Governmental Institutions Can Be Implemented to Increase the Effectiveness of the Stunting Reduction Acceleration Program in Kampar Regency

Collaborative governance strategies involving government, the private sector, communities, educational institutions and non-government organizations play an important role in increasing the effectiveness of the stunting reduction acceleration program in Kampar Regency. This approach allows synergy and integration of resources, knowledge and expertise from various sectors to overcome the complex and multifaceted problem of stunting. The following are several key strategies in implementing collaborative governance to reduce stunting:

4.1.1 Establishment of a Collaboration Framework

An effective first step is to develop a shared vision and goals, which are understood and accepted by all stakeholders. This creates the basis for strong collaboration and shared commitment to the goal of reducing stunting. Establishing a collaborative framework through developing a shared vision is a fundamental step in creating a strong foundation for integrated and effective stunting reduction efforts.

This shared vision functions as a compass that directs all stakeholders to the same goal, namely reducing stunting rates in Kampar Regency. The process of developing this vision requires active involvement from all sectors, from government, private sector, communities, educational institutions, to non-governmental organizations, to ensure that the vision reflects the needs, hopes and possible contributions of each party.

Through a series of inclusive and participatory discussions, workshops and consultations, a shared vision can be formulated that takes into account a diversity of perspectives and expertise. This process also helps build a sense of ownership and commitment to the goal of reducing stunting, strengthening the willingness of all parties to work together to achieve the desired results.

Then form a collaborative team with representatives from each sector, which is responsible for planning, implementing and evaluating the program. This team is also tasked with identifying and allocating the

required resources. Forming a collaborative team is a crucial next step, where this team acts as a driving force for implementing the collaborative governance strategy. This team should consist of representatives from each sector involved, with a composition that reflects a diversity of skills, experience and capacity to contribute to the program.

The importance of balanced representation on these teams is not only to ensure that all perspectives and resources are accommodated, but also to facilitate the fair and effective distribution of responsibilities and tasks. Team members must have the ability to communicate effectively between sectors, understand the dynamics and challenges that may arise, and be able to work together to find solutions.

Training and capacity building for collaboration team members is also important to strengthen their abilities in project management, negotiation, and problem solving. With a solid and effective collaborative team, stunting reduction strategies can be implemented with good coordination, optimized resources and maximum results.

4.1.2 Implementation Strategy

Implement effective coordination and communication mechanisms between stakeholders to ensure smooth flow of information and coordination of activities. This can include regular meetings, shared information systems, and online collaboration platforms.

Effective coordination and communication between various stakeholders is the backbone of the successful implementation of collaborative governance strategies in handling stunting. The complexity of managing intersectoral collaboration requires a well-structured communication system, which allows a smooth and transparent flow of information between members of the collaboration team.

Mechanisms such as regular meetings, video conferencing and online project management platforms can be used to ensure that all stakeholders remain informed and can actively participate in decision making. Effective coordination also involves appointing a project coordinator or manager who has skills in cross-sectoral team management and can act as a liaison between various stakeholders.

This approach not only strengthens intersectoral synergy but also increases efficiency and effectiveness in implementing stunting reduction activities, by ensuring that every step and decision is directed towards the shared goals that have been set.

Then combine resources from all sectors, be it financial, human or knowledge, to be used more efficiently. For example, the private sector can provide financial or logistical support, while educational institutions can contribute knowledge and innovation.

Resource integration is another important aspect in collaborative governance implementation strategies. A collaborative approach allows combining financial, human and information resources from various sectors to increase the scope and impact of stunting reduction programs.

Integration of these resources requires careful planning and negotiation between stakeholders to determine each party's contribution and how best to allocate those resources efficiently. For example, the private sector may provide funding or logistical support, while universities may contribute with research and capacity development.

A strong monitoring and evaluation system is needed to ensure that resources are used effectively and program objectives are achieved. This resource integration not only maximizes the use of available resources but also creates added value through collaboration, such as innovation in sustainable approaches or solutions for handling stunting.

Furthermore, it is also necessary to involve and empower local communities through education and training to increase their awareness and involvement in efforts to reduce stunting. This includes nutritional education programs, sanitation practices, and the importance of nutritional intake for pregnant women and toddlers.

Community empowerment is key to ensuring the long-term sustainability and success of stunting reduction programs. This strategy involves activities to increase awareness and capacity of local communities in understanding and overcoming the problem of stunting, such as education on nutrition, maternal and child health, and sanitation and hygiene.

Through workshops, training and other learning programs, communities can be actively involved in planning, implementing and monitoring stunting reduction activities. This empowerment also involves strengthening the role of women and families in making decisions regarding nutritional intake and health practices, considering their key role in preventing stunting. Sustained community engagement strengthens local ownership of programs and ensures that stunting reduction efforts are rooted in local needs and conditions, increasing the chances for positive, long-lasting outcomes.

4.1.3 Evaluation and Adjustment

Carry out regular monitoring and evaluation of program activities and results. This allows early identification of problems or obstacles and facilitates strategy adjustments as needed. The monitoring and evaluation (M&E) process plays an important role in the implementation cycle of collaborative governance strategies, enabling stakeholders to periodically assess the progress and effectiveness of stunting reduction programs.

Through M&E, organizations and individuals involved can collect relevant quantitative and qualitative data on various aspects of the program, such as the scope of the intervention, changes in nutrition and health

practices, and socio-economic dynamics that may influence stunting. This process not only serves as a tool for accountability, but also as a learning mechanism that facilitates the identification of best practices, innovations, and areas requiring improvement.

Therefore, integrating a robust and adaptive M&E system is critical, where the results can be used to make strategic adjustments in the program. The application of information technology, such as online databases and mobile applications, can support efficiency and accuracy in the collection and analysis of M&E data, speeding up the evidence-based decision-making process.

Then collect and use feedback from all stakeholders, including the community, to make adjustments to the program. This ensures the program remains relevant and effective in achieving its goals. Using feedback from the M&E process is a critical step in ensuring stunting reduction programs remain responsive and relevant to evolving needs and challenges.

Feedback from various stakeholders, including target communities, field workers, and collaboration partners, provides valuable insights to strengthen certain aspects of the program, such as intervention design, communication strategies, and community participation mechanisms. It is important to create open and transparent feedback channels, where all stakeholders feel empowered to share their experiences and perspectives.

This requires an inclusive and culturally sensitive approach, where feedback is accepted as part of a shared learning process and not as criticism. Implementation of an iterative evaluation cycle, where results and feedback are used to make ongoing program adjustments, shows a commitment to improving quality and effectiveness in efforts to reduce stunting.

Thus, strong integration between M&E and feedback mechanisms is the key to sustainable program adaptation and innovation, leading to a more significant reduction in stunting and having a long-term impact.

4.1.4 Capacity Development

Provide training and development to build stakeholder capacity, especially at the community and non-governmental organization level. This includes training in project management, communications, and data collection techniques.

Capacity building through training and development is a critical strategy in increasing the effectiveness of stunting reduction programs, with a focus on increasing the competence of the individuals and institutions involved. This includes technical training for health workers and community educators in nutrition and sanitation knowledge, as well as managerial and leadership training to strengthen stakeholder capabilities in program planning, management and evaluation.

This approach aims to build a strong foundation for efficient program implementation, as well as increasing the readiness of communities and organizations to respond to the challenge of reducing stunting independently and sustainably. In addition, capacity development also includes aspects of collaborative learning and knowledge exchange between sectors, which facilitate innovation and strategy adaptation based on best practices and learning across contexts.

Thus, investment in capacity development not only improves technical and managerial capabilities, but also strengthens cooperation and synergy between stakeholders, creating a conducive environment to achieve the goal of reducing stunting more effectively and inclusively.

The collaborative governance strategy enables the full potential of various sectors to be utilized in efforts to reduce stunting in Kampar Regency. Through effective collaboration, coordination and integration of resources, stunting reduction programs can achieve higher effectiveness. It is important to ensure that communication and coordination between stakeholders is maintained, resources are used efficiently, and communities are engaged and empowered. With this approach, efforts to reduce stunting in Kampar Regency can achieve optimal and sustainable results.

4.2 Tantangan Utama yang Dihadapi Dalam Penerapan Model Kolaborasi Penta Helix dalam Upaya Penurunan Stunting di Kabupaten Kampar

The application of the Penta Helix collaboration model in efforts to reduce stunting in Kampar Regency offers great potential in achieving the desired goals through synergy between sectors. However, significant challenges arise from the complexity of coordination between various stakeholders who have different backgrounds, goals and capacities.

One of the main challenges is effective communication and coordination. With so many entities involved, misunderstandings or information is often overlooked, which can hinder the collaboration process. Differences in interests and priorities between sectors also pose challenges, where each sector may have different strategic objectives or different approaches to reducing stunting.

Apart from that, resource allocation is another challenge, considering that existing limited resources must be allocated efficiently to ensure activities can be carried out well. Capacity imbalances between stakeholders are also a challenge, especially in terms of technical knowledge about stunting reduction and project

management skills. Finally, the sustainability of stunting reduction programs is a major concern, where efforts must be able to continue despite changes in political commitment or financial support.

To overcome these challenges, an important first step is to build strong communication mechanisms that facilitate the exchange of information and coordination of activities between sectors. This can be done through the use of information technology, such as online collaboration platforms, and regular meetings between stakeholders.

Furthermore, it is important to align goals and priorities through workshops and joint planning sessions that enable all parties to agree on common goals and understand their respective roles and contributions in achieving these goals. Optimization of resource allocation can be achieved through the development of a transparent and performance-based resource allocation strategy, where resources are allocated based on activity priorities and expected results.

Increasing stakeholder capacity through continuous training and capacity building will help in balancing capacities between sectors and strengthening program implementation capabilities. Finally, to ensure sustainability, the Penta Helix collaboration model needs to include strategies for sustainable financing, including the search for alternative sources of financing and the development of business models that can ensure the program's sustainability in the future.

Through coordinated and strategic efforts, challenges in implementing the Penta Helix collaboration model in efforts to reduce stunting in Kampar Regency can be overcome, making it possible to achieve better results in reducing stunting rates and improving child welfare.

5 Conclusions and Suggestions

5.1 Conclusions

Based on the discussion related to the problem, the following conclusions can be drawn:

1. Collaborative governance strategies between the government, private sector, communities, educational institutions and non-government organizations show significant potential in increasing the effectiveness of stunting reduction acceleration programs in Kampar Regency. Through the implementation of the Penta Helix model and collaborative governance principles, inter-sector synergy is created which enables broader and deeper integration of resources, knowledge and expertise. This approach not only strengthens coordination and communication between stakeholders but also optimizes resource allocation and strengthens community empowerment. Through close and structured cooperation, this inter-sector collaboration is able to overcome existing challenges and create innovative solutions for sustainable stunting reduction. Therefore, a collaborative governance strategy has proven to be a crucial and effective approach in mobilizing and harmonizing efforts to reduce stunting in Kampar Regency, promising to improve the welfare of children and society in general.
2. The implementation of the Penta Helix collaboration model in efforts to reduce stunting in Kampar Regency encounters a number of main challenges, including effective communication and coordination between sectors, differences in interests and priorities, limited resource allocation, capacity imbalances between stakeholders, and ensuring program sustainability. However, these challenges can be overcome through building strong communication mechanisms, aligning goals through joint discussions, developing fair and transparent resource allocation strategies, increasing capacity through training and capacity building, and finding alternative sources of financing for program sustainability. This systematic and inclusive approach not only strengthens collaboration between sectors but also paves the way for the implementation of a more effective and sustainable stunting reduction program in Kampar Regency, bringing positive changes to the welfare of children and society as a whole.

5.2 Suggestions or Recommendations

Based on the conclusions from the description of collaborative governance strategies and challenges in implementing the Penta Helix collaboration model to reduce stunting in Kampar Regency, here are several suggestions and recommendations:

1. The Kampar Regency Government must strengthen inter-sector coordination mechanisms by establishing a special coordination body that has the authority and resources to facilitate effective communication, coordination and collaboration between stakeholders.
2. It is recommended to hold joint workshops or forums involving all stakeholders to periodically align goals and priorities, as well as formulate a common vision that will be the basis for implementing the stunting reduction program.
3. Develop a transparent and performance-based resource allocation system, where financial, human and information resources can be allocated efficiently according to program needs and based on expected results.
4. Invest in integrated capacity building programs, including managerial and technical training for stakeholders in all sectors, to increase capabilities in planning, implementing, monitoring and evaluating stunting reduction programs.

5. Develop and implement a clear sustainability strategy, including finding alternative sources of financing and developing business models that support the sustainability of stunting reduction programs in the future.
6. Strengthen community empowerment through education, training and active involvement in every stage of the program, to ensure that efforts to reduce stunting have strong roots in the community and are socially sustainable.

By implementing these recommendations, it is hoped that efforts to reduce stunting in Kampar Regency can run more effectively, achieve more significant results and be sustainable in the long term, in line with the commitment to improve the welfare of children and society as a whole.

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