



Collaborative-Governance-Based Policy Politics in Educational and Nutrition Intervention Programs in Handling Malnutrition in East Nusa Tenggara Province

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Abstract

East Nusa Tenggara (NTT) is one of the provinces in Indonesia with a high prevalence of malnutrition. Lack of priority in nutrition policy is identified as one of the causes of low attention in handling nutrition problems. This study analyses policy politics based on collaborative governance in educational programs and nutrition interventions in NTT Province. This study uses a qualitative research method. The data obtained in this study is based on a literature review. The results show that the process of formulating the nutrition policy strategic plan of the NTT Provincial Health Office consists of six stages that have been adjusted to the rules of the Minister of Home Affairs Number 54 Year 2010. The NTT Provincial Government has an excellent political commitment regarding verbal, institutional, and social attention and budget. However, allocating financial and other resources needs to be more adequate in supporting the realization of handling nutritional problems.

Keywords: Policy, Collaborative Governance, Nutrition Intervention, Nutrition Management, NTT

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I.Introduction

Nutrition is one of the essential elements as a determinant in improving the quality of human life. The quality of human life is divided into physical quality and non-physical quality. Physical quality is related to health, nutrition, and physical fitness, while non-physical quality is related to, for example, education and religion. Malnutrition will cause failure of physical growth and intellectual development, reduce productivity, decrease endurance, and increase morbidity and mortality (Sefaya et al., 2017).

Many factors influence nutritional problems; at the household level, nutritional status is influenced by the ability of households to provide food in sufficient quantities and types (Tumenggung, I., 2010). The nutritional intake of mothers and children is influenced by educational and behavioural factors, as well as the health condition of household members; therefore, handling nutrition problems requires an integrated approach, which leads to family economic empowerment, increasing the ability and skills of family nutrition care as well as increasing the scope and quality of health services (Siswono, 2010).

Research in Botswana, Africa, on factors that influence malnutrition (stunting, underweight, waste) shows that maternal education and family income are significant factors that influence malnutrition

(Roshia, 2010). Research conducted by Sheriff (2014) stated that a father's support is essential to maternal parenting and improving family health.

East Nusa Tenggara (NTT) is one of the provinces in Indonesia with a high prevalence of malnutrition. Lack of priority in nutrition policy is identified as one of the causes of low attention in handling nutrition problems (EB Boli, 2020). NTT Province has the highest malnutrition prevalence among children under five in 34 provinces in Indonesia. According to data uploaded to the Electronic-Disability and Community-Based Nutrition Reporting (e-PPGBM), stunting cases in 2020 were recorded at 5,151 under five children or 32.2%, an increase compared to the stunting rate in 2019, which was 3,892 under five children or 29.9%. The number of under-fives with malnutrition also experienced a jump of 5% or 796 cases in 2020 compared to the number of malnutrition in 2019, as many as 353 cases or 2.3%.

The head of the Kupang City Health Office, Retnowati, said that the increase in stunting and malnutrition has not only occurred in the last two years (Amalo, 2020). If it is compared with the stunting and malnutrition rates in 2018 and 2019, there is also a spike. For stunting, in 2018, there were 3,426 cases, 23.4%, and the malnutrition rate was 218 cases or 1.47%.

Nutritional problems are caused by various factors, such as nutritional intake and infectious diseases, environmental sanitation (Sukoco et al., 2015), access and use of health services (Aoun et al., 2015), consumption of blood-added tablets, poverty rate, and incomplete immunization (Owoaje et al., 2014). In addition, political instability and slow economic growth have contributed to the increase in the problem of malnutrition (Blossner & De Onis, 2005). Acosta and Haddad stated that good coordination of policy implementation can help reduce nutritional problems in toddlers (Acosta & Haddad, 2014).

Law No. 36 Year 2009 concerning Health Article 49 paragraph (1) and Article 50 paragraph (1) stipulate that the Regional Government is responsible for administering, improving, and developing health efforts. The planned nutrition policy is listed in the 2015-2019 Medium Term Development Plan (RPJMN) document, with the target of increasing the nutritional status of the community and the target of reducing the prevalence of underweight to 17%, stunting to 28%, and wasting to 9.5% in children under five in 2019. Policy The nutrition of the NTT Provincial Government is listed in the Regional Medium Term Development Plan (RPJMD) document with a target focus on reducing cases of under-five malnutrition to 7.64% and malnutrition to 0.76% in 2018 with the NTT Provincial Health Office as an organization that assists the Governor in the health sector.

One of the efforts made by the government to improve nutrition problems is nutrition interventions. There are two types of interventions, which are specific nutrition interventions and sensitive nutrition interventions. The health sector generally carries out specific nutrition interventions, including immunization, PMT for pregnant women and toddlers, monitoring the growth of toddlers at the Posyandu, iron-folate tablet supplements for pregnant women, promotion of exclusive breastfeeding, complementary feeding, etc. Sensitive intervention is various development activities outside the sector that target the general public, such as providing clean water, sanitation facilities, various poverty alleviation, food and nutrition security, gender equality, etc.

In addition to nutritional interventions, there is a need for an educational program to deal with malnutrition. Nutrition education in the school environment needs to be improved to provide an overview to students about the importance of implementing balanced nutrition. To overcome nutritional problems in school-age children, it is necessary to provide nutrition interventions through nutrition education. Nutrition education for school-age children has many benefits; one of them can have a positive influence on knowledge. In a learning process, teachers must also provide and explain material about balanced nutrition, what foods are nutritious and the relationship between what they eat every day and their growth and health. Physical activity must be done, implementing clean and healthy living behaviours and monitoring and maintaining an ideal body weight. Children at this age easily accept the teachings of their teachers and can even pass them on to their parents. Based on research conducted by Zulaekah, (2012), effective nutrition education can increase nutrition knowledge. Research conducted by

Qian (2019) on elementary students in China shows that enhanced initiatives using existing school and public health resources can change eating practices in large populations over time.

To deal with malnutrition in NTT Province, it is necessary to have a government policy based on Collaborative Governance. Collaborative Governance is a way of managing government involving direct stakeholders outside the government or the state, oriented to consensus and deliberation in the collective decision-making process that aims to make or implement public policies and programs (Ansell & Gash, 2008). According to research conducted by Febrian (2016), it is found that the concept of collaborative governance is an alternative that can realize the acceleration and implementation of policies or research. On the other hand, Sururi (2018) explained that collaborative governance can be used as a strategic policy innovation.

The importance of nutrition policy in handling nutrition problems has not been a concern, especially in areas with high nutritional problems (Heaver, 2005). Knowledge and fundamental issues, politics and governance, as well as local capacity and resources, are factors in the management and nutrition policy process that play a role in shaping a good nutrition environment with a high level of nutritional problems, tend to pay less attention to the policy process implemented (Gillespie et al., 2013).

According to the description above, researchers are interested in collaborating collaborative governance-based policy politics in education programs and nutrition interventions in efforts to handle nutrition in East Nusa Tenggara Province.

II. Research Method

The method used in this research is qualitative analysis. This research is included in descriptive research because this research intends to describe an event, a collaborative governance-based political policy strategy in education programs and nutrition interventions to handle malnutrition in the border areas of Indonesia, in this case the Province of NTT. The approach in this study uses an interdisciplinary approach. A multidisciplinary approach is solving a problem by using a review of various perspectives of relevant or appropriate cognate sciences in an integrated manner (Rukin, 2019).

III. Result And Discussion

1. NTT Province Overview

East Nusa Tenggara Province has a land area of 47,931.54 km² spread over 1,192 islands (43 inhabited islands and 1,149 uninhabited islands), with the boundaries of the West Nusa Tenggara Province (NTB), in the south bordering the Indian Ocean, to the north is the Flores Sea. To the east, it is bordered by the Democratic Republic of Timor Leste (Nuryanti et al., 2018).

NTT is astronomically located between 80-20 South Latitude and 1180-1250 East Longitude. The administrative area in NTT is divided into 21 regencies and one city. The more expansive regions are East Sumba district, with an area of 7,005.00 km² (14.61 percent), and Kupang district, which is 5,525.83 km² (11.53 percent). The more minor regions are Kupang City, with an area of 180.27 km² (0.38 percent), and Sabu Raijua district, 460.47 km² (0.96 percent). Because it is an archipelagic province, access to the provincial capital of NTT, Kupang, is taken by several means. Land routes/land transportation are used for regencies/cities on the Timor island (Kupang Regency, South Central Timor, North Central Timor, Belu, Malacca, and Kupang City). For other districts, people can use sea or air routes (Therik et al., 2018).

Almost all islands in the NTT region consist of mountains and limestone hills. From several mountains, some volcanoes are still active. The Flores, Sumba and Timor islands have vast grassland (savanna) and steppes. The land area is 47,931.54 (2.35% of Indonesia's area), and the water area is ± 200,000 km² outside the waters of the Indonesian Exclusive Economic Zone (ZEEI) (Bire, 2021).

The population of NTT Province, based on population projections in 2020, is 5.33 million people, an increase of 0.64 million compared to 2010. The average population growth rate of NTT during 2010-2020 is 1.25 percent. The population density is 110 people per km², of which Kupang City is the most densely populated, with 2,289 people per km². The lowest population densities are East Sumba, 36 people per

km², and Central Sumba, 39 people per km². Meanwhile, the number of households is 1.1 million with an average household member of 4.6.

2. Policy on Nutrition in the Province of NTT

The process of formulating the nutrition policy strategic plan of the NTT Provincial Health Office consists of six stages that have been adjusted to the regulations of the Minister of Home Affairs Number 54 Year 2010. This nutrition policy planning synergizes several other nutrition policies such as nutrition policy in RPJMN, RPJMD, RKPD, and the Government Health Service Strategic Plan Regency/City area. The importance of synergies in policy planning is also regulated in Law No. 25 Year 2004 to ensure the creation of integration, synchronization and synergy between the central and regional governments and the achievement of effective, efficient, equitable and sustainable use of resources.

However, if viewed the content, the nutrition policy in the strategic plan of the Health Office only covers some of the nutritional needs and problems of existing toddlers. Based on the nutrition survey report in NTT, there are still many other dietary problems, namely stunting and wasting in toddlers. The high problem of stunting and wasting should also be considered as a nutritional problem that must be resolved and used as an indicator of the outcome to be achieved.

Planning is integral to realizing a good program supported by participation and cohesion to realize an integrated program (Krippendorf, 2004). The program planned in nutrition policy is in the form of improving nutrition, which is a program that focuses on providing and increasing resource capacity as well as cross-sectoral collaboration. This capacity building will boost nutrition and health workers' knowledge and skills. Expanding the capacity of nutrition and health workers is considered excessively important to end nutritional problems (Matturi et al., 2016; Mucha & Tharaney, 2013).

Partnership development for community empowerment is an activity carried out by the NTT Provincial Health Office to increase community empowerment; it includes indirect factors that can cause nutritional problems, such as income, sanitation, and access to health services. Community empowerment is closely related to good health status (Save the Children, 2013); the more empowered the community is, the more programs implemented can run well.

The consistency of the programs and activities carried out by the puskesmas in achieving the indicators is critical in implementing nutrition policies. Consistency of content in nutrition policy documents and consistency between planning and budgeting documents, especially determining performance indicators at the district level to puskesmas, is essential to note. Determining appropriate and consistent output and outcome performance indicators significantly affects achieving the vision, mission, goals, objectives, and policies planned in the planning document (Pokhrel & Sauerborn, 2004).

Nutritional problems indicated by the prevalence of underweight among children under five in NTT Province are still in the high category according to WHO (> 30%). Many interrelated factors can cause the problem of malnutrition, so efforts are needed to deal with nutritional issues that require severe treatment from an early age, even in the first 1000 days of life (HPK) (Sanuari et al., 2016). The Policy Framework of the First 1000 Days of Life Movement emphasizes improving nutrition in the health sector by 30% and 70% in other sectors, such as agriculture, education, and social welfare. Therefore, treating nutritional problems must be handled holistically and integrated across sectors (Trigutomo, 2019).

The Government of Indonesia has made efforts to reduce the number of malnutrition in Indonesia through the Minister of Health of the Republic of Indonesia issuing the Regulation of the Minister of Health of the Republic of Indonesia Number 23 Year 2014 concerning Efforts to Improve Nutrition. Therefore, to see the extent to which the effectiveness of the policy implemented, this research will examine the Implementation of the Malnutrition Prevention Program for Children Under Five Years Old at the East Nusa Tenggara Provincial Health Office using the theory of the policy implementation model developed by George C. Edward III in Agustino (2012:156), includes: Communication (communication), Resources (resources), Disposition (Disposition), and Birocratie Structure (Bureaucracy Structure). The

following describes the results of field research (Yudistira, 2015) (Government of the Republic of Indonesia, 2014).

a) Communication

Edward III in Lisang (2017) explained that the first condition for adequate policy implementation must be communicated/known to the people assigned the responsibility for implementing it. In this case, accurate communication is needed and carried out appropriately by the implementer.

Good communication must be socialized and coordinated so that it will be able to produce an exemplary implementation too; sometimes, there are problems in the distribution of communication, which include misunderstandings caused by the many levels of bureaucracy that must be passed in the communication process so that what is expected will be distorted in the middle of the road (Aldeen et al., 2014).

Policies will be effective if policy implementers understand what they have to do. Policy decisions and orders must be passed on to the appropriate personnel before decisions and orders can be followed, and communication must be accurate and understandable by policy implementers. Obstacles in transmission can also be barriers or policy barriers (Nienhusser, 2018).

Related to the Politics of Collaborative Governance-Based Policies in Education Programs and Nutrition Interventions in Handling Nutrition in the Province of East Nusa Tenggara, communication is a socialization effort carried out by the Health Office to the people of East Nusa Tenggara Province about the prevention of malnutrition in children under five (Lamid et al., 2019).

From the opinions of existing research informants, although there are different opinions, from the statements of each of these informants, it can be said that the socialization of the malnutrition prevention program in the community in East Nusa Tenggara Province has been carried out involving sub-district agencies and the extension of Health Service, in which local health centre has been empowered as well as the existing nutrition officers.

Based on data from the East Nusa Tenggara Provincial Health Office, cases of malnutrition in children under five years old in 2015 reached 142 cases, one case of which died. This figure decreased compared to 2014 which were 152 cases. However, this number has increased compared to 2013, which reached 108 cases. The highest number of malnutrition cases occurred in 2012, reaching 412 cases, two of which died (Sustainable & Hendrati, 2020).

b) Resources

Van Meter and Horn (Kurniawan et al., 2018) explained that the study of policy implementation needs the support of resources, both human resources and non-human resources.

In the opinion of Edward III (Mubarok et al., 2020), conceptually, resources are defined as policy content that can be communicated clearly and consistently. Still, if the implementer needs more resources to implement the policy, it is believed that the implementation of the policy will be ineffective. These resources can be in the form of human resources, namely competence and financial resources, as well as infrastructure. Resources are an essential factor for policy implementation to be effective.

Regarding the malnutrition prevention program in East Nusa Tenggara Province, the resources are Human Resources, Infrastructure, and Funds to overcome poor nutrition in children under five. From all the opinions explained by the informants relating to resources in implementing the malnutrition control program in East Nusa Tenggara Province, it can be explained that the human resources owned by the East Nusa Tenggara Provincial Health Office who have expertise in the field of nutrition in implementing policies for malnutrition prevention programs are still lacking (Elisabet Bre Boli et al., 2018).

c) Disposition

Kania et al. (2019) stated that disposition is the character and characteristics or attitudes possessed by the implementor, such as commitment, honesty, and democratic nature. If the implementor has a good disposition, they can carry out policies properly as policymakers desire. When the implementor has a different nature or perspective from the policy maker, the policy implementation process will also be ineffective.

Factors that also influence the process of implementing public policy experts have identified that the disposition or tendency of the implementers also contributes significantly to the successful implementation of a public policy.

Van Meter and Van Horn (Maulida & Purwanti, 2019) identify three elements of implementers' responses that may affect their ability and willingness to implement policies: understanding, acceptance, neutrality or rejection of the policy, and the intensity of the reaction. In this case, the implementers' knowledge concerns the general objectives, basic measures, and policy objectives. Thus, it will determine whether the attitude towards this policy to be accepted and implemented or vice versa is very dependent on the perception of individuals.

In implementing the Malnutrition Management Program for children in the province of East Nusa Tenggara, dispositions are the ability and commitment to prevent malnutrition in children under five (Rahmawati, 2017). From the results of interviews with several research informants above, relating to the management of malnutrition for children under five years in East Nusa Tenggara Province conducted by the East Nusa Tenggara Provincial Health Office, it can be concluded that it is as expected or has been going well, this the impeller is committed to the success of the malnutrition management program in East Nusa Tenggara Province, which is still relatively high.

d) Bureaucratic Structure

Lisang (2017), a bureaucratic structure is essential to support the performance of resources and stakeholders related to the policy implementation process using a clear division of tasks and responsibilities so that there is no imbalance of functions in implementing a policy.

The bureaucratic structure is defined as the one in charge of implementing policies; one of the most important structural aspects of any organization is standard operating procedures (SOPs). Standard operating procedures serve as guidelines for implementers in their actions.

The management of malnutrition for children under five years at the East Nusa Tenggara Provincial Health Office, the Bureaucratic Structure, is a clear division of tasks in preventing malnutrition in children under five in the Province of East Nusa Tenggara. The informant's explanation can be interpreted to mean that the East Nusa Tenggara Provincial Health Office has carried out efforts to overcome malnutrition; it is indicated that people are still not aware of healthy living, so any efforts carried out by the East Nusa Tenggara Provincial Health Office will not be successful without support and care of the community.

From the entire series of interviews presented by research informants related to the bureaucratic structure in overcoming malnutrition in children under five at the East Nusa Tenggara Provincial Health Office, it can be explained that the working mechanism of the health office in implementing the prevention of child malnutrition in East Nusa Tenggara Province has been functioning well with the existing puskesmas as the spearhead of the management of malnutrition, as well as field officers as the nutrition recovery implementation team, which aims to improve the quality of services for malnourished children in the province of East Nusa Tenggara.

3. Politics of Collaborative Governance-Based Policy

Collaborative governance is managing government involving stakeholders outside the government or the state, oriented to consensus and deliberation in the collective decision-making process that aims to make or implement public policies and programs (Ansell & Gash, 2008).

The focus of collaborative governance is on public policies and issues. Public institutions have an excellent orientation in policy-making; the goal and process of collaboration is to achieve a consensus among stakeholders. Collaborative governance requires the realization of social justice in meeting the public interest.

To bring healthy governance in the future (CS Johnston et al., 2010), Governance Infrastructures in 2020 note several keys, including dynamic, adaptive and complex systems that must be seen as an organic whole, including diverse people, technologies, rules and relationships (E. Johnston, 2010). Understanding collaborative governance is understanding cross-sector collaboration, which can be seen in the emphasis

on five things, including (1) Initial conditions, (2) Components/ Processes, (3) Structure and Governance, (4) Contingencies and Constraints, (5) Results and Accountability (Bryson et al., 2006).

4. Collaborative Governance Challenge

The literature on the results of scientific studies shows that collaborative governance usually faces three types of complex challenges, namely (1) challenges in solving substantive problems, (2) challenges in the collaborative process, and (3) the challenge of multi-relational accountability (Waardenburg et al., 2020).

a) Challenges in Problem Solving

Collaborative governance is oriented towards solving more specific problems, for example, the problem of "crime", that can be started by identifying issues and root causes (Waardenburg et al., 2020). Identification of such problems is known to be difficult because the issues are unusual and complex. Problems like this are difficult to agree on "problems and root causes" including challenging to decide on "what solution" will be taken (Head & Alford, 2015). The problem will be increasingly difficult to define because of the different perspectives of the collaborating parties (Klijn, E & Koppenjan, J, F, 2000). The problem-solving process resembles a "bargain" game with various parties in the perspectives and interests of each collaborating party (Basadur et al., 2000). However, this bargaining process must still exist because in it emerge "ideas" and "values" from the perspectives of various parties, which can then be used to solve existing problems and find breakthroughs that may not have existed before (Srensen & Torfing, 2011).

Once the problem has been identified, the collaborating parties must be able to develop a sound change, or it can be implemented and accepted (Poister, 2003; Sparrow, 2008). This process describes the relationship between inputs, program activities, and the desired results (P. Rogers et al., 2004). "Difficult" problems, when handled collaboratively, can be solved well. For example, in the case of "religious problems", defining the problem can be done well and clearly, but there is no standard approach to solving it. In this case, it is often difficult to determine a "path of action" to solve the problem, which makes it difficult or no action to be taken (Head & Alford, 2015; Weber & Khademian, 2008). In addition, the nature of "collaborating" is usually more fluid than the parties involved, so the development of change will be easier because the process is not rigid and linear. The process is like a "series of interactions" between the parties/actors in solving specific policy problems (Koppenjan & Klijn, 2004).

Collaborating parties must develop and have a "performance measure" used to measure the changes that have been achieved, evaluate whether resources are being used as planned, whether the resources used have brought about a change or intervention from the desired results, and whether the results/the output is as imagined (Bryson et al., 2006). Individuals contribute to activities carried out together, but the results are separate from joint action efforts. There are also conceptual and computational difficulties with the results achieved because they are very complex and have multiple effects. They are difficult to measure because the benefits are not directly felt (Moynihan et al., 2011; Stoker, 2006). In the end, the dynamic nature of policy discourse and different stakeholder agendas often gives birth to many different interpretations of the results to be pursued and how to measure them (Guarneros-Meza et al., 2018).

b) Challenges in the Collaborating Process

One of the first steps in any problem-oriented collaborative governance activity is understanding the goals and approaches (Ansell & Gash, 2008; Emerson et al., 2012). Usually, the parties involved have an underlying interest, so a collaboration is created to solve specific problems. In this context, some things overlap, such as values, goals, and commitments, but there are also differences. The more parties involved, the harder it will be to find common ground (Provan & Kenis, 2008). However, it should be emphasized that there is a different understanding between collaboration and conflict (Crosby et al., 2017). Thus, the main challenge is how to turn a hostile "antagonist" conflict into a "constructive" positive strife, which can later expand the goals of all parties and lead to solutions to the problems to be resolved. Along with formulating a common ground on goals, collaborators need to gain the trust of all parties. This trust is usually an informal element that can encourage cooperation (Ring & Van de Ven, 1994). Trust is also the main thing in a collaboration (Emerson et al., 2012). Without trust or goodwill from collaborators

and their capacity, it can interfere with business success (collaboration goals) (Emerson et al., 2012). The prerequisite for collaborating is that all parties are trustworthy, credible, compatible and mutually dependent on each other (Emerson et al., 2012). After obtaining this trust, collaborators must formulate a shared commitment between all parties (Ansell & Gash, 2008; Bardach, 1998; Bryson et al., 2015). Collaborators are sometimes arbitrary or discriminatory in their efforts to build a collaboration. Remember that building trust is critical to creating an effective partnership; it is occasionally the most complex of all challenges in collaboration (Bryson et al., 2006; Thomson & Perry, 2006). If there is a high level of distrust at the beginning of building collaboration, it is necessary to build trust through the involvement of all parties (Ansell & Gash, 2008; Emerson et al., 2012). Another part of building trust is creating a shared commitment. Barriers that usually occur are competition between collaborators and other parties, reluctance to participate fully due to busyness, unsure of the results or worrying that their interests/opinions will be ignored (Ansell & Gash, 2008). To overcome these barriers, it is necessary to work together to create an environment that focuses on the mutual benefit of all parties, both professionally and personally (Ansell & Gash, 2008; Thomson, AM, & Perry, 2006).

c) Accountability Challenges with Multi-Relationship

The last category of collaborative governance challenges is the relationship between collaboration with "outside" parties, including "inside" the partnership itself, regarding how all parties can take collective action. Accountability is a complex issue in collaborating because it is unclear to whom the collaborative is responsible (Bryson et al., 2006). When a collaboration has been running, there will be accountability, creating conflict or tension between the parties involved. The evaluation of a partnership must reflect not only all parties' perspectives but also the external party of the collaboration, which will ultimately achieve the goals being pursued (Emerson et al., 2012). A partnership will almost always experience tension between the collaborating activities and the accountability systems they agree on (Moynihan et al., 2011). In collaborating, the obstacle is the need to acknowledge the contribution of the collaboration's internal performance and the responsibilities that have been made together. Thus, the parties involved often need clarification on whether all parties can fulfil their obligations or fail to fulfil their duties for their performance in collaboration (S. Page, 2004; SB Page et al., 2015; Ryan & Walsh, 2004).

Another challenge is the need for collaboration to account for their performance to outsiders they usually need to learn. Some collaborations may not want to be held accountable by outsiders because of the fear of different or increased benchmarks (S. Page, 2004). Even if all parties are willing to accept the existing accountability/accountability, it will still be challenging to re-delegate responsibility for sharing the benefits (Bardach, 1998; SB Page et al., 2015; Sparrow, 2008). As a result, negligence and behaviour emerge that can hinder the success of a collaboration (Bruijn, 2002).

The final challenge for collaborative governance efforts is the outsiders' accountability assessment. A collaboration often takes advantage of the flexibility and flexibility that exists for an internal regulatory approach, which is usually unknown and has a mandate from all collaborating parties; because of this, acceptance and support from the wider community is needed so that collaborative activities can be maintained and show the desired results by democratic means (Gains & Stoker, 2009; Klijn, E & Koppenjan, J, F, 2000; O'Flynn, 2007). In the new context of collaborative governance, citizens become active participants and partners in generating public value (Moore, 1995). This collaboration must ensure democratic legitimacy (Heinrich, 2002; Moynihan et al., 2011; SB Page et al., 2015; E. Rogers & Weber, 2010).

5. Education Program in Handling Malnutrition

Nutrition education or counselling is an educational approach to produce individual or community behaviour needed to improve food and nutritional status. The nutrition education program aims to change unhealthy into healthier behaviour, especially in eating behaviour (Chung et al., 2019). Several studies in various countries have found that nutrition education is effective in changing children's knowledge and attitudes towards food but less effective in changing eating practices (Februhartanty, 2005)(Choi et al., 2018)(Saha et al., 2020).

Nutrition education in schools has several advantages; for example, children have an open mind compared to adults, and the knowledge received can be the basis for fostering children's eating habits. Through nutrition education in schools, it is hoped that children have knowledge, attitudes and good practices about food consumption. In addition, it is expected that children can influence their families and members to change wrong habits into habits that follow the requirements of nutrition science. Nutrition education should be given as early as possible, starting with children entering elementary school and continuing in secondary schools. Nutrition education can be part of an existing course or a separate subject if circumstances allow (Patton-Lopez et al., 2018) (Dema et al., 2018).

The education program, in this case, is a sensitive nutrition intervention. One way to be applied is to provide worm medicine and supplements or vitamins, distribute micronutrient supplementation, food fortification, and early childhood education programs.

According to Ruel & Alderman (2013), several methods for delivering nutrition education are distinguished by the number of targets. If the target is a group of less than 15 people, a technique that can be applied is group discussion, brainstorming, snowball, buzz group, and roleplay. Meanwhile, if the target is more than 15 people, it can use the lecture and seminar method.

The capacity building strategy is designed as a tiered training targeting multisectoral government employees at the district level, health workers, teachers and peer support students. This tiered approach allows more teachers to be trained, increasing the number of schools and students who can participate.

Nutritional Interventions in the Handling of Malnutrition

Malnutrition is a state of severe energy and protein deficiency (PEM) due to not consuming nutritious food or suffering from illness for a long time. Nutritional intervention consists of two, namely, specific intervention and sensitive intervention.

Specific nutrition intervention is an effort to prevent and reduce nutritional problems directly. The health sector generally carries out this activity. Activities include immunization and PMT for pregnant women and toddlers at the Integrated Service Post (Posyandu). Meanwhile, sensitive nutrition interventions are activities related to indirect causes of stunting, generally outside health issues. Sensitive interventions are divided into four types: providing drinking water and sanitation, nutrition and health services, increasing awareness of care and nutrition and increasing access to nutritious food (Ruel & Alderman, 2013).

A study by Elisabet Bre Boli et al. (2018) found that NTT Province has exemplary verbal and institutional commitment but still needs a higher budget. The budget commitment of the NTT Provincial Government only focuses on social security programs, food reserves, access and research on agricultural extension, health insurance, and control of infectious and non-communicable diseases.

Heaver stated that the budget is one of the most critical aspects in encouraging the achievement of a high commitment to efforts to improve nutrition. Budget support helps multisectoral and multilevel coordination in successfully implementing nutrition policies. The many strategic development issues differing from regional capabilities can influence this low budget. The nutrition program has become one of the priorities of the NTT Provincial Government. Still, the success of the nutrition policy is highly dependent on the willingness and ability of political actors to make this commitment sustainable.

On the other hand, Elisabet Bre Boli et al. 2018) also found that nutrition issues have received more attention from officials, nutrition policy advocates, the general public, and the media. However, the role of the media that does not use credible indicators in reporting on nutritional issues can lead to misunderstandings. Media coverage should not only contain information about health problems and the apparatus's performance but also discuss these issues thoroughly, including using indicators so that the public understands what, why, and how these problems can occur.

The Province of NTT generally has exemplary political commitment and high opportunities for developing nutrition policies. Political commitment can be created quickly; therefore, commitment should be well-spent because getting results requires different strategies and skills (Shrimpton et al., 2016).

Leadership, at all levels and from multiple perspectives, is fundamentally essential for creating and sustaining policy processes and for making good outcomes from good policy processes. Accelerating and maintaining progress in nutrition is only possible with national and global support for long-term processes to strengthen systemic and organizational capacities. Implementation research, improvement of interventions, and contextual analysis of establishing and maintaining an enabling environment are essential to increase the sustainability of existing political commitments.

Nutrition policy can be developed by considering the following points: building a cohesive nutrition policy community through creating and supporting alliances, clearly defining internal and external frameworks for nutrition issues, and leveraging cultural motivations and values (Bagriansky, 2010). Nutrition has several roles in human development. The Sustainable Development Goals (SDGs) state that nutrition is a centre linked with 12 other SDGs goals for sustainable human resource development between generations. Nutrition policy development opportunities are short-term and often unpredictable. Whether at the country, regional or institutional level, nutrition policy advocates must understand the policy environment and maintain the momentum in recognizing the convergence of the three streams and political actors who play a significant role in realizing nutrition policy.

IV. Conclusion

This study analyzes the Collaborative Governance-Based Policy in Education Programs and Nutrition Interventions in Handling Nutrition in the Province of East Nusa Tenggara. The NTT Provincial Government has exemplary political commitment regarding verbal, institutional and budgetary attention. However, allocating financial and other resources needs to be more adequate in supporting the realization of handling nutritional problems. Although nutrition activities have been prioritized, the budget allocation must be sufficient to implement a good nutrition policy. The opportunity for developing nutrition policies in NTT Province is considered high. Namely, nutrition has become an issue that needs to be resolved; there are proposed policies to address nutrition problems and a political agenda that can create opportunities to propose nutrition-related problems and solutions. This increases the chance to resolve nutritional issues in the community through the policies made.

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