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# Prospective Analysis of the Role of Actors in Stunting Management Policies in Sambas District

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**ABSTRACT:** Policies for handling stunting in the Sambas Regency area, especially in border areas, both at the formulation and implementation levels, face complex obstacles. Reconstructing policy strategies and their implementation by looking more deeply at the interactions between policy actors or what is visible in policy networks, in the short and long term can make a positive contribution to the development of programs in handling stunting. The research method used is a mixed method to look at network patterns and reconstruct them as well as describe detailed steps (strategies) for handling stunting. The results of the research show that there are two stakeholders or actors who have the most dominant role, namely having a large influence but low dependence, the Sajingan Besar Community Health Center and Pos Yandu, or the community group driving program activities in Kaliau Village. Meanwhile, stakeholders or actors who have dominant influence but still high dependency are Community Activity Groups in general and MSMEs (Small and Micro Enterprises). This shows that fewer stakeholders play a more dominant role, namely only 4 stakeholders compared to other actors. Therefore, strong role interaction between stakeholders is needed to increase the effectiveness of the strategies used to overcome the stunting problem.

KEYWORDS: Policy Strategy, Management Stunting, Sambas Regency

## INTRODUCTION

The Government of Sambas Regency has considerable attention to the handling of stunting. One of them is the issuance of Regent Regulation (Perbub) No. 32/2017 on Stunting Reduction. One of the underlying reasons for the issuance of this Regent Regulation is that the level of stunting in toddlers is still quite high as a result, which can hamper efforts to improve public health and the quality of human resources. The general scope of stunting reduction implemented is related to specific nutrition interventions and sensitive nutrition interventions with targets and various activities carried out (Peraturan Bupati No 32 Tahun 2017 Tentang Stunting, 2017).

The programs and activities that have been carried out since 2017 still have not had a significant effect. The data on the percentage of stunting is still quite large, namely 15.56% of the 35,340 toddlers measured, totaling 5,500 stunted toddlers. The following can be seen in Table 1 (one) details of the classification of the measured toddlers.



<sup>40.000</sup> 35 000 30.000 25.000 20.000 35.340 15.000 10.000 5.000 1,413 4% 4,087 11,5629,7694,24% 71 5.500 15.56 Jumia Balia Sanga. Jour pourse songer Poulet 0 Juniah Baira Tinga Junia Balia Sunin Bailea Diukur Jumia Balia Pendek olo Balita Tinge olo Balia Pende Juniah Balta Lorna olo Balita Norma olo Balita Str Klasifikasi Perlakuan pada Balita Sources: BPS Kabupaten Sambas, 2022





Table 1 above shows that the percentage of stunted toddlers is quite significant. The distribution of the number of stunted babies in each sub-district varies. There are sub-districts with high, medium, and low stunting. The following Figure 2 shows the number of stunted toddlers from 17 sub-districts in Sambas Regency.





Sources: Puskesmas Kabupaten Sambas, 2022

In Figure 2 above, it can be seen that the highest percentage of stunting is found in 3 (three) sub-districts, namely Kecamatan Tangaran (27.4), Kecamatan Selakau Timur (26.6), and Kecamatan Sajingan Besar (23.8). In addition, there are 3 (three) subdistricts with the smallest percentage, namely the Semparuk sub-district (1.8), South Jawai sub-district (4.7), and Selakau subdistrict (6.9). It is suspected that some of the causes of the high number of stunting in the three sub-districts mentioned above are environmental and economic factors. For example, health development in isolated areas or border areas usually experiences obstacles caused by the landscape, limited transportation facilities and infrastructure, communication, dependence on nature, and high seasonality. (Luti et al., 2012; Makahingide, 2021).

Another possibility that causes the three sub-districts with a high percentage of stunting is that the programs and activities that have been carried out by the Sambas District Government in reducing the stunting rate have not been as effective as expected (Arifin et al., 2022; Hadi, M. D. S., Widodo, P., & Putro, 2020). Some of the programs that have been implemented include Gemas (Healthy Living Community Movement), the First Thousand Days of Life Movement, and Nutrition Education, Training, and Counseling, all of which are central government programs that must be implemented. However, these programs have not yet yielded optimal results. Another aspect that is suspected to be the cause of the ineffectiveness of the implemented programs is the inappropriate policy strategy while the problems faced are complex (Rochmawati et al., 2022).

The Aruk border area is one of the areas that needs attention because of various conditions that are less supportive in implementing a program (Deri et al., 2021). These conditions are very suitable for seeing the role of actors and their interactions so that policymakers can determine the future direction in solving problems. In addition, using the Prospective Structural Analysis (PSA) method can help in formulating complex problems (Ariningsih et al., 2021; Wardono, Muhartono, Hikmayani, Apriliani, et al., 2019). The many problems and actors span issues related to both Economics and Politics and will lead to determining key attributes of the many actors involved (Gurusinga et al., 2022; Pearson et al., 2010; Reeve et al., 2021; Walker, 2010).

This research is a case study research to see the role of actors in the strategy that will be determined in the future in terms of handling stunting in border areas. There are quite a lot of studies related to research on the role of actors, including research conducted by Fauzi and other researchers, but they have differences in terms of research approaches (Fauzi & Dewi Rostyaningsih, 2018; Lestari & Firdausi, 2017; Salaputa et al., 2013; Sandy, 2020; Ulum et al., 2011). Likewise, research conducted with the same method but different results caused by different sampling or informants (Akbar et al., 2021; Khairunisa, 2022; Rosyadi et al., 2021; Wardono, Muhartono, Hikmayani, & Apriliani, 2019; Wibowo, 2010). Apriliani, 2019; Wibowo, 2010). Previous research conducted has clear differences, especially from the results of the study. The main cause of these differences is the location of the research which is carried out in extreme contrast to the sample used.

The potential and problems of border areas are enormous. This potential needs to be explored and developed with various academic perspectives in finding solutions to problems. Based on the above considerations, the purpose of this study is to analyze the role of actors so that they can map in choosing alternative strategies in formulating policies for handling stunting.

#### **METHODS**

This research was conducted in the Sajingan Besar sub-district where this sub-district borders directly with Malyasia. Based on the data, the number of stunting in this area is quite high but the number of underweight children is very low. The types of data used were both primary data and secondary data. Primary data was obtained by distributing structured questionnaires, while secondary data was obtained through data obtained from institutions, as well as various publications. Researchers also conducted focus group discussions to explore further information (Tohardi, 2020; Yin, 2014).

This research approach uses the Prospective Analysis method with the Factor analysis tool. which is used to observe the interrelationships and influences between variables that allow the classification of variables to understand the most relevant variables for stunting handling strategies. Factor analysis is used to map the synergy between actors and factors in implementing program policies. (Nopriani et al., 2022; Wardono, Muhartono, Hikmayani, Apriliani, et al., 2019).

#### **RESULT AND DISCUSSION**

The Prospective Analysis used in looking at the Strategy for handling stunting in Sambas Regency intends to rank the role of actors (stakeholders) in strategic issues, assess convergence and divergence, and anticipate coalitions and conflicts.

Prospective analysis using the Factor Method is applied to various situations involving many actors and issues in supporting decision-makers to identify and choose between strategic options.

The issues that develop in Sambas Regency are mainly on the problem of handling stunting, besides that which occurs in subdistricts bordering the border area, namely resource management, the role of local and central government, interrelationships between stakeholders, the flow of goods and services, the functioning of supporting facilities and infrastructure, the lack of functioning of the Sambas Regency area, especially the Aruk market as an economic locomotive, the lack of maximizing the border area as a tourist area, and the overlapping authority of border area management.

The factor method used is based on a situation that includes many actors and issues that can be used as a basis for decisionmaking in sorting and selecting strategic options. Therefore, a structural analysis is carried out with several procedures, namely: 1. Collecting a list or inventory of variables; 2. Building an intercalated network; and 3. Identifying key factors. The actors involved in the Prospective Structural Analysis (PSA) using Factors, namely: 1. Health Office, 2. Sebunga Village, 3. Puskesmas Sajingan Besar, 4. Pos Yandu (Integrated Service Center) – Sebunga, 5. Kaliau Village, 6. –Kaliau, 7. Kaliau Village, 8. Entrepreneur, 9. Community Group, 10. MSME actors

The objectives to be achieved in the Mactor analysis are: 1. Clean Water Availability, 2. Cadre Incentives, 3. Pos Yandu Development, 4. Community Health Support Facilities, 5. Community Empowerment, 6. Toddler Direct Assistance Program

The first step in presenting the data is to generate the MDI (Matrix of direct Influence) matrix. This matrix describes the influence between actors on other actors which is indicated by a score of o to 3, the higher the value illustrates the greater the influence.

. The following table is a guideline for assessing prospective analysis..

Table 3. I	Prospective	analysis	assessment	guidelines
				0

Score	Description				
0	No effect				
1	Little effect				
2	Moderate influence				
3	Strong influence				
4	Very strong influence				

Sources: Godet, 2001

The influence between factors was scored by the selected informants using prospective analysis guidelines. The scoring stages are as follows:

1. Identify factors that have the potential to become determining factors.

2. If the existing factor has no influence on other factors, it is given a value of 0. If it has a small influence, it is given a value of 1, a moderate influence is worth 2, or a strong influence is worth 3 (Godet, 2001).

## The Position And Role Of Actors In Influencing The Performance Of The Stunting Handling Policy Program

Filling in the data obtained from the FGD results and data collection from informant interviews can be seen in Table 1 of the MDI Matrix. This MDI matrix describes the direct influence between actors (The Matrix of Direct Influences (MDI) Actor X. Actor created from the actors' strategies table, describes the direct influences actors have on each other). Read this matrix from row to column. For example, in the row, the Health Office, Sajingan Sub-district, Pos Yandu Sebunga, and MSME Group have a very strong influence on Puskesmas Sajingan Besar. This is due to the fact in the field that these institutions and units are institutions that strongly influence each other.





## Table 4. Table Matrix of influence between actors in stunting handling program policy

#### **Matrix MDI**

#### Matrix MDII

The MDII matrix determines the direct or indirect influences of order 2 between actors. The utility of this matrix is its more complete vision of the games of competitiveness (an actor can reduce the number of choices of another by influencing it through an intermediary actor). The "sum" operation used to calculate the MDII does not produce (in this new matrix) the same scale of intensities adopted to evaluate direct influences in MDI. Despite this, values in MDII are a good indicator of the importance of direct and indirect influences actors have on each other. Two indicators are calculated from the MDII: - The degree of direct and indirect influence of each actor (Ii, by summing rows). - The degree of direct and indirect dependence of each actor (Di, by summing columns). Values represent direct and indirect influences between actors: The higher the value, the more influence the actor has on the other.

Based on Table 4 above, it can be seen that four stakeholders influence directly or indirectly in handling stunting, namely the Sajingan Besar Community Health Center, Kaliau Village, Community Groups, and MSME Actors. These actors have a big role in activating stunting handling activities. Meanwhile, those with low dependence are the Health Office, Sebunga Village, Sebungan Posyandu, Kaliau Village, and Entrepreneurs. This low dependence means that in handling stunting they can act as coordinators only or as a group that when carrying out activities related to the stunting handling program can effectively move and direct.

The role map of each actor is shown in Figure 3. The map can be illustrated that two stakeholders have high influence but have low dependence, namely the Sajingan Village Health Center, and the Kaliau Village Pos Yandu. These two actors are reasonably influential and have low dependence because these stakeholders have a very important role and are more formulators and implementers of strategic policies in handling stunting in the Aruk sub-district area.



Figure 1. Map of Influences between Actors

Based on Figure 3, it can also be said that the actors of MSME Actors and Community Groups are actors who have very high dependence and low influence. It can be concluded that the actors of MSMEs and Community Groups are actors who are only involved in program activities if the government or other institutions or groups above them drive the program.

## **Competitiveness between Actors**

The following presents a histogram of the competitiveness of actors directed by the level of direct and indirect influence of these actors on other actors. Histogram of MDII's direct and indirect influence competitiveness formed of the MDII competitiveness vector as can be seen in Figure 4 as follows.

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The histogram in Figure 5.6 above shows that actors with a value of more than 1 (100%) have high competitiveness, while actors with a value of less than 100 have low competitiveness.

When examining the histogram in Figure 5.6 above, it can be seen that the actors who have an important role, either directly or indirectly, are the Sajingan Besar Health Center, Kaliau Village, community groups, and MSME actors. These actors are in direct contact with the problems in the area. Other actors/stakeholders also actually have a direct connection/relationship with the area, it's just that concerns and attitudes vary towards handling stunting between one actor and another.

The important role of the actors above is an influence that is formed either directly or indirectly on other actors. For example, the statement of Puskesmas Sajingan Besar that although Kaliau village, or Pos Yandu Kaliau, the role played is not so obvious, the products in the form of programs or activities needed are very influential. Programs and activities can have other effects if there is a policy clash between one stakeholder and another.

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Figure 4 above also shows that Puskesmas Sajingn Besar has a very high competitiveness after Kaliau Village. Understandably, the main driver of Kecamatan Aruk is the actor Puskesmas Sajingan Besar. The Sajingan Besar Health Center collaborates with Community Groups and MSME Actors so that these actors have an equally strong influence, the Large Health Center Actor is located in Quadrant I while the Community Group and MSME Actors actors are located in Quadrant II.

Actors that have low competitiveness mean that direct and indirect influences are not seen to affect the handling of stunting in Sajingan Besar Sub-district such as Pos Yandu Sebunga, Sebunga Village, Health Office, Sajingan Sub-district, Entrepreneurs, and Kaliau Village.

#### Analysis of the influence of actors in achieving the objectives of the Stunting Handling Program Policy

Based on FGDs, interviews, observations, and documents obtained, 5 major objectives of the stunting handling program are reflected in the activities carried out. Table 5 illustrates the results of the 2MAO matrix data input (Matrix Actor-Objective with a specified score ranging from 0 to 4 which shows the actor's attitude toward the goal.



#### Table 5. Identification of actor and goal influence matrix values

## Matrix 2 MAO

Scaling between Actors and Objectives

The MAO matrix above shows the relationship between stakeholders and the goals to be achieved. For example, the goal of the program rolled out related to handling stunting is to reduce or prevent the Stakeholders from having a very close relationship with the goal of forming a network, in the Health Office. This is by the function of the government agency as the central coordinator of program implementation. In the second position is the Sajingan Besar Community Health Center. This is in line with the duties and functions of the Puskesmas, which directly implements the policy programs rolled out by the government.

Table 5 also shows the 'scales' of actors who agree and disagree with Cadre Incentives. The cadre incentive program is a program that pays attention to the activities of cadres with certain rewards or awards given to cadres, be it Pos Yandu cadres, PKK, and others. In the figure, it can be seen that only three actors agree, namely the Health Office, Sajingan Besar Sub-district, and Sajingan Besar Community Health Center. It appears that these actors are program coordinators who have a very large responsibility for the sustainability of the stunting handling program. Actors who did not respond to the program in the form of cadre incentives were Sebunga Village, Ps Yandu Sebunga, Kaliau Village, Pos YAndu Kaliau, Entrepreneurs, Community Groups, and MSME Actors. The lack of support given to the cadre incentive program is due to several reasons. The basic reason is the limited funds prepared for the program. As expressed by one of the actors related to the program, the distribution of funds is lacking so program implementers cannot do anything. In addition, this cadre incentive program is a medium priority program, meaning that other programs receive more attention such as the development of health facilities and infrastructure.

Table 6. 3MAO Weighted Positioning Matrix

3MAO	GWater-A	Cadre-In	PosY-Dev	Cant-balthS	CantEnpow	TadderDAP	Matilisation	
HealthO	3.0	<u>3.0</u>	2.2	<u>3.0</u>	<u>3.0</u>	<u>3.0</u>	17.0	
S-Sub-Dist	0.0	0.7	0.0	Q./	0./	0./	3.0	
	1.6	4.8	4.8	1.6	4.8	3.2	<u>20,7</u>	
SebungaV	<u>0.9</u>	0.0	<u>0.9</u>	1.8	<u>].8</u>	1.8	7.1	
Pos Y-Snga	Q./	0.0	1.5	<u>0.0</u>	1.5	Ų./	4.4	
KaliauV	1.3	0.0	2./	2.7	2.7	1.3	10.7	0
<u>P</u> osY-Kal	1.9	0.0	1.9	0.0	0.9	0.9	5.6	æ
Entrepren	2.0	0.0	2.0	3.0	3.0	4.0	13,9	Å
ComGroup	2.0	0.0	0.0	0.0	0.0	2.Q	4.1	E
MSME-AC	3.1_	<u>0.0</u>	<u>0.0</u>	0.0_	0.0	1.0	4.2	₽
Number of agreements	16.5	8.5	15.9	12.7	18.3	18.7		Ř
Number of disagreements	0.0_	<u>0.0</u>	<u>0.0</u>	0.0_	0.0	0.0		H
Degree of mobilisation	16.5	8.5	15.9	12.7	18.3	18.7		Я

Table 5 shows the 3MAO matrix that shows the position of each actor towards the program's policy objectives or strategies in handling stunting. Positive values represent the actor's mobilization towards its objectives. Negative values represent the rate of opposition). Figure 5 above shows that all actors have positive characteristics in the stunting handling program policy. Table 5 shows that there is not a single actor who disagrees with the program that was rolled out. On the contrary, all actors show an agreeing position and mobilization of actors in achieving goals.

Table 6 above shows that the direct assistance program for toddlers has a high degree of mobility. The Direct Assistance to Toddlers program has a degree of mobility of 18.7. This is slightly different from the Community Empowerment program. Based on interviews in the field, the implementers or the community really respond to activities that are directly related to the community. Activities related to empowerment or activities that provide direct assistance to the target group. After further investigation, the direct assistance program for toddlers and the empowerment program for the community have a very close relationship. The implementation of community empowerment programs always pays attention to activities related to attention to the toddler program. As well as research that has been done before that the implementation of a program usually coincides with the implementation of other programs. In other words, the implementation of one program has the same objectives as the implementation of another program (Arifin & Yuniarsih, 2022).

## Interaction of Actors and Objectives of the Stunting Management Program Table 7. Convergence matrix between actors

3CAA	HealthO	S-Sub-Dist	CHC:SBs	SetungeV	PosY-Sign	KaliauV	PosY-Kal	Entrepren	CanGrap	MBME-Ac	
HealthO	<u>0.0</u>	7.4	<u>18.</u> 8	10.5	1.1	12.4	<u>8.3</u>	14.0	<u>5.0</u>	5.0	
S-Sub-Dist	1.4	<u>0.0</u>	8./	3.8_	1.8	4.5	1./	6.1	1.4	<u>0.9</u>	
CHC-SIBS	18.8	8.7	0.0	11.5	9.4	13.3	9.9	14.9	4.4	4.5	
Sebungav	<u>10.</u> 5	3.8	11,5	0.0	4.8	8.9	5.4	10.5	3.4	3.4	
Pos Y-Snga	1.1	1.8	9.4	4.8	0.0	6.2	5.0	1.6	2.8	2.8	0
KaliauV	12.4	4.5	13.3	8.9	6.2	0.0	6.8	12.3	3.4	3.4	8
Pos Y-Kal	8.3	1.7	9.9	5.4	5.0	6.8	0.0	8.2	3.4	3.5	9
Entrepren	14.0	6.1	14,9	10,5	7.6	12,3	8.2	0.0	5.0	5.1	Ð
ComGroup	5.0	1.4	4.4	3.4	2.8	3.4	3.4	<u>5</u> .0	<u>0.0</u>	4.1	₹
MSME-AC	5.0	0.9	4.5	3.4	2.8	3.4	3.5	5.1	4.1	0.0	¥
Number of convergences	89.1	36.1	95.4	62.2	48.1	/1.2	52.2	83.7	32.8	32.7	Н
Degree of convergence (%)	0.0										Я

Table 7 is the result of the convergence analysis (3CAA) between actors. This matrix shows the higher the value of the similarity of the actors' positions in achieving the success of the stunting handling program. The higher the degree of convergence between one actor and another illustrates the higher the similarity of interests or goals shared by these actors. Based on table 7 above, there is the largest convergence coefficient value of 18.8, namely between the Health Office and the Sajingan Besar Health Center.

As information obtained in the field that the Sambas Regency Health Office in the stunting handling policy program seeks to embrace all elements of both the government, the community, universities, and the media. One element that is strong and in accordance with the duties and functions is the existing puskesmas. Therefore, the bond between the Health Office and the Puskesmas is a strong bond in playing a role in handling stunting.

Further explanation can be seen in Figure 4 that the higher the value in the matrix is shown by the thicker the relationship line on the map. In Figure 4, it can be explained that the strongest relationship is between the Health Office and Puskesmas Sajingan Besar. If the Puskesmas is used as the center of the program movement, it has a moderate relationship with several actors at once, namely Pos Yandu Kaliau, Kaliau Village, and Sebunga Village.



Figure 2. Convergence (3CAA) between actors in the success of handling of stunting in Sambas Regency

In Figure 2, it can also be seen that the strongest relationship between actors is between the Puskesmas of Sajingan Besar and the Entrepreneur. If it is explored that between the Puskesmas of Sajingan Besar and the Entrepreneur, there is an indirect relationship. Program activities rolled out or implemented by the Puskesmas are always supported by entrepreneurs through business units or activities in the community. In this position, entrepreneurs always indirectly support the activities rolled out by the Puskesmas by involving the community. Figure 6 also shows the strong relationship between entrepreneurs and Kaliau Village and Sebunga Village. In the field, both villages have village business units (BUMDes) that are indirectly driven by entrepreneurs.



Figure 3. Actors' Focus on Stunting Goals Sources: Data Analysis

In Figure 3 above, it can be seen that there are three goals that each actor focuses on. The three focuses are direct assistance to toddlers, community empowerment, and clean water availability programs. The three programs are close to each other. On the one hand, actors carry out empowerment programs for the community, on the other hand, these actors also provide indirect assistance to toddlers. Likewise, when the program effort is carried out in the form of providing clean water, indirectly the provision of clean water also includes programs that intersect with empowerment in the community.

However, another bond that needs to be observed is that two objectives are directly related, namely direct assistance to toddlers and fostering integrated service posts. These two programs are two sides of a coin that cannot be separated. It's just that in practice the coaching to the pos yandu is related to the coaching of pos yandu cadres. Coaching at Pos Yandu is also strongly linked to the community empowerment program. This is to the facts in the field that community development directly also guides Pos Yandu and cadres.

One important issue is the program of activities related to facilities and infrastructure. All actors have a weak attachment to programs related to facilities and infrastructure. Infrastructure may be a core activity carried out by the government. Funds and other forms come from the government. The community or program implementers only carry out the facilities and infrastructure programs that have been determined. Another important issue related to facilities and infrastructure is community involvement in the decision-making and development process of facilities and infrastructure. As the results of the interview stated the community felt less attention, especially involvement in decision-making related to the development of facilities and infrastructure programs for handling stunting.

## CONCLUSIONS

The interaction between actors (Stakeholders) in carrying out the strategy of handling stunting in Sambas Regency, especially Sajingan Besar District, forms a network model of the role of actors towards program objectives. Each actor has a high influence with low dependence. There are six dominant actors in the network, namely Sebunga Village, Puskesmas Sajingan Besar, Pos Yandu Kaliau, Community Groups, MSMEs, and Community Groups. The more active actors in the network are Puskesmas Sajingan Besar and Pos Yandu Kaliau Village. These actors have strong internal and external network interactions. The network that is formed in turn determines the practical strategy in the Strategy for Handling Stunting in Sajingan Besar Sub-district, which focuses on the development of two loci (locations) central to regional development, namely Sebunga Village and Kaliau Village. Starting from these two locations can have an impact on other policies that encourage the implementation of the Strategy. The joint strategy is in the form of a synergistic program with dominant interaction patterns and interactions between actors with internal and external factors triggering.

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