



COLLABORATIVE GOVERNANCE IN PUBLIC HEALTH POLICY IMPLEMENTATION: A LITERATURE REVIEW IN THE SOUTHEAST ASIAN REGION INCLUDING INDONESIA

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ABSTRACT

KEYWORDS

Collaborative Governance, Coordination, Public Health

In the context of Indonesia, public health issues necessitate a comprehensive and coordinated strategy involving various stakeholders. Collaborative Governance serves as a means to materialize this approach. The purpose of this study is to identify instances of Collaborative Governance that have been implemented or are currently underway in public health improvement programs. research used a qualitative methodology, with data acquired through an exhaustive literature review. Data reduction, presentation, and conclusion form the three stages of data analysis. Findings from this literature review indicate that Collaborative Governance has been implemented in several public health programs in Indonesia. These programs involve stakeholders from both the government and non-governmental sectors, including communities, non-profit organizations, and industry associations. Collaborative Governance is achieved through regular meetings, coordination committees, and the use of digital platforms to facilitate information exchange and monitor program implementation. Successful examples of Collaborative Governance in public health programs in Indonesia include initiatives for infectious disease control, where the government collaborates with international organizations, pharmaceutical companies, and local communities to enhance health awareness.

INTRODUCTION

Collaborative Governance is defined as the process and structure of decision-making and public policy management that involves the community in all public institutions, government levels, and/or the public, private, and civic spheres in order to carry out mutually agreed public goals (Firdausi, 2022; Temitope, 2023). This approach is increasingly being adopted in the public health sector because it allows for coordination and alignment of efforts between stakeholders to address complex and multifaceted public health problems (Megawati et al., 2020).

Ansell and Gash emphasized the existence of six criteria in the collaborative governance process. First, a public institution or government initiates to form a forum that will jointly agree on the targets of various stakeholders in solving these problems. Second, participants in the forum include non-government implementers. Third, participants participate directly to make policies, not only in consultation with the government. Fourth, the forum is organized formally and holds regular conventions. Fifth, the decision obtained is based on consensus. Sixth, collaboration focuses on public policy or general management (Ansell & Gash, 2008).

Previous research on Collaborative Governance shows that this approach can be an effective tool to address complex public health challenges. Collaborative Governance involves various stakeholders, including government agencies, private organizations, and civil society, in the decision-making and implementation process (Hikmah et al., 2020; Megawati et al., 2020; Temitope, 2023).

In the context of Indonesia and Southeast Asia, Collaborative Governance is increasingly adopted as a strategy to overcome public health problems (Firdausijah, 2019). The existing

literature highlights the potential benefits of this approach, such as increased resource mobilization, increased stakeholder engagement, and increased stakeholder engagement. and more effective policy implementation (Hikmah et al., 2020; Megawati et al., 2020).

In Indonesia, the implementation of public health policies through collaborative governance faces various challenges (Kadir et al., 2021). Although Indonesia has made efforts to improve health services and address pressing public health problems, such as high maternal and child mortality rates, communicable diseases, stunting in children, and non-communicable diseases, the effectiveness of public health policy implementation is hampered by a lack of coordination and collaboration between government agencies, the private sector, and civil society organizations (Atmojo & Nurwulan, 2020; Firdausijah, 2019; Haitami & Rengganis, 2021).

The implementation of national policies to improve public health in Indonesia and several countries in Southeast Asia is a complex effort because it is influenced by various factors, such as diverse socio-economic and cultural contexts, decentralized government structures, and the implementation of coordination at various levels of government (Firdausijah, 2019; Megawati et al., 2020; Temitope, 2023). Collaborative Governance has been implemented as a promising approach to address complex public policy challenges, especially in the field of public health, as it can facilitate the integration of diverse perspectives, resources, and expertise. This approach emphasizes the involvement of various stakeholders, including government agencies, private organizations, and civil society, in the decision-making and implementation process (Firdausijah, 2019; Megawati et al., 2020)

This article examines the application of Collaborative Governance in the implementation of public health policies in the Southeast Asian region, including in Indonesia. It explores the benefits, challenges, and key factors that affect the effectiveness of Collaborative Governance. By analyzing existing research and case studies, it aims to provide insights into the potential of Collaborative Governance to improve public health outcomes in the region. The research can enrich the literature on Collaborative Governance by providing empirical evidence from the Indonesian context, which can be used to develop existing concepts and explain how cross-sectoral collaboration can be effectively implemented in public health programs. This research can encourage the development of interdisciplinary studies by combining concepts from the fields of public health, management, and public policy to form a more holistic approach to understanding and solving public health problems.

RESEARCH METHOD

The following study uses a qualitative method. The data collection technique used is literature study. The data has been collected after which analysis is carried out with three stages of data reduction, presentation, and conclusion. A literature search was conducted through electronic databases, namely PubMed, and Scopus, to identify relevant studies published between 2010 and 2022. The search terms used include "Collaborative governance", "collaborative governance", and "public health". The study focuses on the application of collaborative governance in improving health standards in several countries.

RESULTS AND DISCUSSION

The Complexity of Public Health Policy Implementation in Southeast Asia

The Southeast Asian region faces a variety of public health challenges, including the increasing burden of infectious diseases, the rise of non-communicable diseases, and the need to address social determinants in the health sector. The level of complexity of public health policy implementation in Indonesia and several countries in Southeast Asia is influenced by several things. The first is geographical and demographic diversity. Several countries in Southeast Asia, especially Indonesia, consist of vast islands and diverse topography, making

access to remote populations difficult. This geographical diversity also influences cultural, linguistic, and socioeconomic gaps, requiring tailored approaches for different communities. Traditional beliefs, cultural norms, and different levels of health knowledge can influence health-seeking behavior and impact the effectiveness of national policies (Agustina et al., 2019).

The decentralized government system also causes fragmentation in policy implementation. The ideal goal of decentralization is to empower local governments. However, the different capabilities and priorities of local governments pose significant obstacles in implementing national policies, including to improve public health (Nugroho & Handayani, 2022). Other factors that hinder the implementation of effective policies to improve public health are limited financial resources, inadequate infrastructure, and lack of trained health workers, especially in rural areas (Mboi, 2015). Topographic conditions, limited number of health workers and uneven distribution of health workers also affect unequal access to health services. Regions that experience this challenge will face a double burden, namely infectious diseases and non-communicable diseases. This situation further complicates efforts to improve overall health outcomes, especially for marginalized communities (Nurmansyah et al., 2018).

Weak health information systems and limited data availability make it difficult to monitor policy implementation, evaluate effectiveness, and make data-driven decisions (Sudarto et al., 2018). Globalization, urbanization, and climate change also pose new challenges in the field of public health, requiring dynamic policy responses and regional cooperation. Even with well-designed policies, to translate them into tangible results, effective implementation strategies, intersectoral collaboration, and accountability mechanisms are still needed (Ferrol-Schulte et al., 2015).

Implementation of Collaborative Governance in the Southeast Asian Region

This literature review finds several potential for collaborative governance in addressing public health challenges in countries in Southeast Asia, including Indonesia. Community-based health programs, known as the Integrated Service Post (*Posyandu*) program, are a network of community-based health posts. Posyandu has played an important role in providing maternal and child health services, especially in rural areas. By empowering local communities and utilizing public health workers, Indonesia has succeeded in expanding access to essential health services to underserved communities. This model highlights the effectiveness of community involvement and ownership in overcoming geographical and resource constraints (Tuangratananon et al., 2018).

Another study by Sumanti (2024) revealed that the collaborative governance model with penta helix is the most comprehensive because it involves five actors who mutually support the implementation of stunting prevention and reduction policies. The five actors have different roles but complement each other to achieve the expected goals. Although the penta helix model has begun to be implemented in Indonesia, there are still many aspects that need to be improved and improved. The government must take a greater role, not only as a trigger for policy but also as a coordinator, facilitator, implementer, and accelerator in efforts to prevent and reduce stunting (Sumanti, 2024).

The implementation of Universal Health Care (UHC) in Thailand since 2002 offers valuable learning. The Thai government has implemented a multi-pronged approach, thereby successfully increasing government spending on health services, building a strong primary health care system, and creating a strong social health insurance scheme (Pang et al., 2014). Thailand's experience demonstrates the importance of political will, sustained financial commitment, and a focus on primary health care as the foundation of UHC.

The Philippines has successfully implemented Public-Private Partnerships (PPPs) to address infrastructure gaps in healthcare. By leveraging the expertise and resources of the

private sector, they expand access to specialized medical services and facilities (Syoemantri, 2021). While PPP requires careful management to ensure fair access and quality control, it offers the right option for situations with limited resources.

Malaysia has made significant progress in leveraging technology to improve healthcare delivery. National telehealth initiatives, electronic medical record systems, and mobile health applications have increased access to health information and services, especially in remote areas (Sudarto et al., 2018). Embracing technological advances can be a breakthrough in overcoming geographical barriers and improving the efficiency of health services.

Recognizing the interconnectedness of public health threats, ASEAN countries are increasingly involved in regional collaboration. Initiatives such as the ASEAN Health Cooperation Committee and the ASEAN Plus Three Field Epidemiology Training Network facilitate information exchange, capacity building, and joint response to cross-border health emergencies (Djalante et al., 2020). Regional collaboration is essential to address shared challenges and strengthen collective responses to public health threats.

Vietnam's emphasis on a strong primary health care system, coupled with targeted public health campaigns, has yielded impressive results in disease prevention and control. Their success in the areas of immunization coverage and tuberculosis control underscores the importance of investing in preventative measures and accessible primary health services (Tuangratananon et al., 2018).

Benefits of Collaborative Governance in Public Health

The existing literature shows that collaborative governance can provide several benefits in the implementation of public health policies in Indonesia and Southeast Asia. First, it can encourage the integration of diverse perspectives, resources, and expertise from various stakeholders, resulting in more comprehensive and holistic solutions (Firdausijah, 2019; Hikmah et al., 2020; Temitope, 2023). By involving multiple stakeholders in the policy-making and implementation process, collaborative governance can leverage expertise, resources, and broader perspectives to address complex public health issues. It can also foster community ownership of public health initiatives, leading to more sustainable initiatives. When stakeholders are involved in the policy-making and implementation process, they will feel more involved in the success of the initiative, which will increase support and support (Bianchi et al., 2021). Therefore, it can foster a sense of shared responsibility and ownership among participants, leading to more effective and sustainable implementation and equitable outcomes (Bianchi et al., 2021; Haitami & Rengganis, 2021; Megawati et al., 2020; Speer, 2012)

Second, collaborative governance can increase the legitimacy and acceptance of public health policies, as stakeholders are involved in the decision-making process, thereby increasing the likelihood of successful implementation and community support (Hikmah et al., 2020; Megawati et al., 2020). A collaborative approach can encourage greater transparency and accountability, as stakeholders can monitor and provide feedback on the implementation process (Firdausijah, 2019). In the context of Southeast Asia, especially Indonesia, collaborative governance has been implemented to address various public health challenges, such as the COVID-19 pandemic (Megawati et al., 2020). The involvement of various stakeholders, including government agencies, community organizations, and the private sector, can improve the coordination and responsiveness of public health interventions, ultimately increasing their effectiveness (Haitami & Rengganis, 2021)

Third, collaborative governance can facilitate the exchange of knowledge, best practices, and innovative approaches across different organizations and sectors, thereby enabling the improvement of successful interventions (Haitami & Rengganis, 2021; Hikmah et al., 2020; Megawati et al., 2020). Fourth, by aligning the efforts of various stakeholders, collaborative governance can improve the efficiency and effectiveness of public health initiatives, resulting

in better outcomes and more optimal use of resources (Firdausijah, 2019; Temitope, 2023). Collaborative governance can facilitate the mobilization of additional resources and expertise (Temitope, 2023). By leveraging the capabilities and resources of various organizations, collaborative governance can lead to more efficient and innovative solutions to public health challenges. This can be especially beneficial in situations with limited resources, where collaboration can help maximize available resources and expertise (Haitami & Rengganis, 2021)

Challenges of Collaborative Governance in the Implementation of Public Health Policies

Although collaborative governance offers many benefits, the literature also highlights some challenges in its implementation in the context of public health policy in Indonesia and Southeast Asia (Megawati et al., 2020). One of the main challenges is the coordination and alignment of diverse stakeholders with different priorities, organizational cultures, and decision-making processes. Addressing these differences and finding common ground can be a complex and time-consuming process, which can hinder the efficiency and timeliness of policy implementation. Lack of trust and coordination between stakeholders can hinder information exchange and effective decision-making (Megawati et al., 2020).

Another challenge is the potential for power imbalance and conflicts of interest between stakeholders. Larger or more influential organizations may have a disproportionate influence on the decision-making process, raising concerns about representation and equality. Differences in organizational culture, regulations, and expectations among various stakeholders can create obstacles to the success of collaboration. Weak leadership and lack of clear communication and accountability mechanisms were also identified as obstacles to the implementation of collaborative governance in the regions (Megawati et al., 2020; Temitope, 2023). In addition, the sustainability of collaborative governance initiatives can be a concern, as long-term commitments and the necessary funding may not always be available, especially in regions with limited resources (Butcher & Gilchrist, 2020)

Factors Influencing Effective Collaborative Governance

A literature review finds several important factors that determine the effectiveness of collaborative governance in the implementation of public health policies in the Southeast Asian Region, including Indonesia. First, building a clear and shared understanding of the goals and desired outcomes of collaborative efforts is essential for aligning stakeholders and maintaining focus. Effective leadership and shared vision among stakeholders, both from the government and other key stakeholders, are essential to facilitate collaborative processes, mediate conflicts, and ensure overall coherence of initiatives, alignment of priorities and coordination of efforts (Emerson et al., 2012; Firdausijah, 2019; Hikmah et al., 2020). Commitment and support from senior political leaders and policymakers are critical in building and maintaining collaborative governance mechanisms. Strong political will and a high level of support can help overcome institutional barriers and enable the allocation of resources and policy changes needed to support a collaborative approach.

Second, the presence of a neutral and trusted organizing organization or "backbone" is important in facilitating collaborative processes, mediating conflicts, and ensuring active participation from various stakeholders. Ensuring that the decision-making process is inclusive, transparent, and accountable can help build trust and foster a sense of shared ownership among stakeholders. Effective communication mechanisms, trust-building, and conflict resolution are also important for navigating complex dynamics and power imbalances among stakeholders (Firdausijah, 2019; Hikmah et al., 2020).

Third, the development of clear governance structures, decision-making processes, and performance indicators is essential for accountability, transparency, and effective coordination

of collaborative efforts. The presence of a legal and institutional framework that supports and supports a collaborative approach can contribute to the sustainability and success of this initiative (Firdausijah, 2019; Hikmah et al., 2020; Temitope, 2023). Implementing robust monitoring and evaluation mechanisms can help assess the effectiveness of collaborative governance approaches, identify areas for improvement, and provide input for future initiatives (Michaud-Létourneau et al., 2019).

Finally, investments in capacity building, knowledge sharing, and continuous learning among collaborative partners can improve their ability to navigate the complexities of public health policy implementation and adapt to emerging challenges. Investing in the capacity of participating organizations and ensuring the availability of adequate resources can enhance the ability of collaborative governance initiatives to achieve their goals. The availability of resources, both financial and human, can have a significant impact on the capacity of collaborative governance initiatives to achieve their goals (Firdausijah, 2019; Temitope, 2023).

CONCLUSION

This literature review highlights the potential of collaborative governance in implementing public health policies in Indonesia and Southeast Asia. It highlights the benefits of this approach, such as increased resource mobilization, stakeholder engagement, and integration of diverse perspectives. However, it also faces challenges related to power dynamics, governance structures, and sustainability. The need to navigate complex power dynamics and differences in priorities among stakeholders can hinder effective collaboration. Addressing bureaucratic silos, aligning diverse stakeholders, and ensuring effective coordination and communication are common challenges in the region. The lack of clear governance structures and decision-making processes can lead to confusion, delays, and suboptimal results. Additionally, the lack of clear guidelines, capacity building support, and dedicated funding for collaborative governance initiatives can hinder its long-term impact. The sustainability of collaborative governance initiatives can be a concern, as they often rely on temporary funding sources and may face difficulties in obtaining long-term support and commitment from stakeholders. The success of collaborative governance in implementing public health policies depends on strong political leadership, neutral organizers, clear governance structures, and capacity building support. Further research and practical experiments with collaborative governance models can provide valuable insights and strategies for more effective and equitable implementation of public health policies.

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