



## ARTICLE

# Evaluating Local Government Policy Innovations

## A Case Study of Surabaya's Efforts in Combating Stunting and Enhancing Public Health Services Quality

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**Abstract:** This research aims to evaluate regional innovations in implementing Surabaya City government policies to reduce stunting rates and improve the quality of public health services. A qualitative descriptive method was used with a case study approach involving field observations and structured interviews. The research results show the success of Posyandu Prima in reducing stunting rates significantly in the last two years. The Surabaya City Government has proven effective in managing this program's human resources and budget. The active involvement of Great Surabaya Cadres (KSH) and non-governmental organizations also contributed greatly to the program's success. Cross-sector collaboration plays an important role in supporting implementation. Institutional characteristics, such as commitment to public health and ability to collaborate, also matter. Theoretically, this research shows that synergy between the parties involved and government commitment can achieve significant results in handling the stunting problem. In conclusion, the Prima Posyandu Program has proven successful in reducing stunting rates and improving the quality of public health services in Surabaya. Additionally, the collaborative efforts between community stakeholders, healthcare providers, and governmental bodies underscore the crucial role of multi-sectoral partnerships in addressing complex public health issues like stunting. This synergy fosters comprehensive approaches that combine local knowledge, resources, and policy support to effectively combat stunting and enhance the well-being of communities. Thus, the Prima Posyandu Program's success is a compelling example of how concerted action and sustained commitment can yield tangible improvements in population health outcomes.

**Keywords:** Innovation Local Government; Health Policy; Stunting; Surabaya.

## 1. Introduction

Stunting is a condition of failure to thrive in children under five years of age (toddlers) due to chronic malnutrition, recurrent infections, and inadequate psychosocial stimulation, especially in the First 1,000 Days of Life (HPK) (Jeyakumar et al., 2021; Suratri et al., 2023). Basic Health Research (Riskesdas) data in 2018 showed a prevalence of Stunting of 30.8%, while in 2019, the SSGBI results showed 27.7%, and in 2021, the SSGI results showed 24.4% (Tarmizi, 2023).

This study aims to identify factors contributing to stunting in children under five years, especially during the first 1,000 days of life (HPK). The author conducted a thorough literature observation to gain a deeper understanding of this issue, similar to what has been stated by Elmighrabi et al. (2024) and Kwami et al. (2019), stunting in children is caused by a combination of factors such as chronic malnutrition, recurrent infections, and inadequate psychosocial stimulation. This is important because stunting is a significant public health problem, especially in developing countries.

Previous research shows that stunting in children is caused by chronic malnutrition, repeated infections, and lack of psychosocial stimulation (Habimana et al., 2023; Mwita et al., 2024). This shows that stunting is not only related to nutritional problems but is also influenced by environmental and health factors. Integrated interventions, such as nutrition programs that include health services and education for mothers, have been identified as important in reducing stunting (Siswati et al., 2022; Suratri et al., 2023; Titaley et al., 2019). However, future research needs to further explore the effectiveness of such interventions in specific population and environmental contexts.

Although the accelerated program for reducing Stunting implemented by the government in an integrated manner has succeeded in reducing the prevalence of Stunting, the rate of Stunting is still high. Meanwhile, in order to achieve the national target, through Presidential Regulation Number 72 of 2021, the target for Stunting prevalence has been set to fall to 14% by 2024. The complex and multicausal causes of stunting require integrated cross-sector interventions with the same target (Bhutta et al., 2020). Various causes of malnutrition in toddlers include the widespread practice among mothers of providing additional food to their babies at an early age. Thus, malnutrition is not caused by a lack of supplementary food but rather by a lack of knowledge regarding the appropriate types of food suitable as supplements for toddlers (Adnyana, 2014).

Efforts to accelerate the reduction of stunting in Indonesia have been running in a structured manner since 2018 after the publication of the National Strategy for the acceleration of reducing stunting for the 2018-2024 period. The Stunting National Strategy aims to create a healthy and productive generation of Indonesians (Sekretariat Percepatan Pencegahan Stunting, 2019). Thus, implementation in 2022 will be the fifth (fifth) year of the Stunting National Strategy, which has been a priority program for the Government since the 2018 National Budget in order to achieve the target of reducing stunting prevalence by 14 per cent in 2024 as set out in the 2020-2024 RPJMN.

In its implementation, the Stunting National Strategy emphasizes program implementation so that it can target priority target groups (1,000 HPK households), and important targets are adolescent girls, women of childbearing age, and toddlers, implemented in priority locations (having a relatively high prevalence of stunting), and carried out through interventions priorities (specific nutritional interventions and sensitive nutritional interventions and enabling factors) (Sekretariat Percepatan Pencegahan Stunting, 2019). Implementing the Stunting National Strategy is expected

to increase the program's effectiveness and accelerate the reduction of stunting prevalence as mandated in the 2020-2024 RPJMN.

Apart from referring to the National Stunting Strategy, implementing the Stunting Reduction Acceleration Program also guides Presidential Regulation Number 72 of 2021 concerning the Acceleration of Stunting Reduction in Indonesia, issued on August 20, 2021. This Presidential Decree 72/2021 was established to strengthen the intervention and institutional framework in the implementation of accelerating stunting reduction. Presidential Decree Number 72 of 2021 regulates the management of accelerating stunting reduction.

This strategy is implemented at all levels of government by involving various relevant government institutions and non-government institutions, such as the private sector, civil society, and communities, to target priority groups of target households and the general public in focus locations. Implementing the five pillars is expected to increase the coverage of specific and sensitive nutrition services to the National Strategy's priority targets, which serve as a reference for policies and programs at the central and regional levels, at the district/city level up to the village level.

The city of Surabaya is a pilot for a national pilot project to accelerate stunting reduction, focusing on three sub-districts: Pagesangan, Jambangan, and Kebonsari in Jambangan District. The Head of Jambangan District, Ahmad Yardo Wifaqo, welcomed guests from various institutions, including the World Bank, to implement the Posyandu Prima program as the main step in this effort. Yardo expressed his appreciation to all parties involved in this effort and hopes the program will become a model for other regions. He also noted a significant reduction in the number of stunted toddlers in his area, from 23 to just 10 in a short time, thanks to catfish breeding and vegetable planting strategies ([Pemerintah Kota Surabaya, 2023](#)).

The Surabaya City Government has succeeded in reducing stunting in toddlers significantly in a period of two years. Data shows a drastic reduction from 12,788 stunted toddlers in 2020 to only 923 at the end of 2022. The Indonesian Ministry of Health's Indonesian Nutrition Status Study (SSGI) noted that the prevalence of stunting in Surabaya decreased significantly from 28.9% in 2021 to 4.8% in 2022 ([Tarmizi, 2023](#)). Hard work between Regional Apparatus (PD), sub-districts, sub-districts, academics, universities, Great Surabaya Cadres (KSH), and NGOs is the key to this success ([swaranews.com, 2023](#)).

The handling of stunting in Surabaya is led directly by the Surabaya City Health Service, which analyzes prospective brides (Catin), pregnant women, toddlers and children to monitor and prevent stunting. The intervention carried out together with the PKK and KSH Mobilization Team included providing nutrition, such as milk for pregnant women, as well as food assistance for stunted toddlers. By focusing on specific and physical interventions, local governments have succeeded in reducing stunting rates by considering risk factors and preventing comorbid diseases ([Pemerintah Kota Surabaya, 2023](#)).

Despite achieving significant achievements, the Surabaya City Government is not just satisfied and still has a lot of homework to do in 2023. They are committed to achieving the target of zero stunting and zero new stunting by involving the Stunting Reduction Acceleration Team (TPPS) and the Family Assistance Team (TPK) in facilitating processes from upstream to downstream. Through this strategy, Surabaya has exceeded the stunting reduction targets set at regional and national levels.

In the context of regional policy innovation, the efforts of the City of Surabaya as a pilot for a national pilot project to reduce stunting show a progressive and inclusive

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approach. The Surabaya City Government not only relies on conventional solutions but also seeks to develop new strategies that involve various parties and utilize local resources. Innovations such as the Posyandu Prima programs show seriousness in solving the stunting problem creatively and sustainably. The Surabaya City Government's efforts to accelerate stunting reduction can exemplify how regional policy innovation can produce holistic and sustainable solutions to public health problems. These steps are not only relevant for local areas but can also serve as a model for other regions in Indonesia to adopt similar approaches in addressing public health challenges.

Previous research and studies have revealed various innovations implemented by local governments to reduce stunting rates in Indonesia. One proven effective innovation is the Community Based Posyandu (PBM) Program. According to the Indonesian Ministry of Health, this program has succeeded in increasing the accessibility, quality and acceptability of maternal and child health services, as well as empowering communities to manage Posyandu independently with the support of local governments (Adair et al., 2021).

Also, local governments have adopted information technology innovations to reduce stunting. Examples include mobile applications or geographic information systems (GIS) for monitoring toddler growth, health data management, and real-time reporting of program results (Rustikawati et al., 2019) studies show that using information technology can increase the efficiency and effectiveness of public health programs. Cross-sectoral collaboration is also an important aspect of handling stunting by local governments (Daniel et al., 2023).

As explained, the definition of public policy encompasses it as government action, a response to issues, and a set of actions. This indicates that public policy involves a process where the government takes action to address societal or state issues (Nadeak, 2014). In the context of public policy, the literature review on regional innovation theory in preventing stunting emphasizes the important role of regional governments in leading these efforts (Macella et al., 2022; Taufiqurokhman, 2023). Research by T. Utami et al. (2023) highlights the need for coordinated and integrated policy adoption at the local level to ensure that resources are provided efficiently and effectively. This could include an adequate budget allocation for stunting prevention programs, as well as the establishment of special institutions or coordinating bodies at the regional level to facilitate collaboration between stakeholders (Tamrin, 2017; Umiyati & Tamrin, 2021; W. A. Utami et al., 2022). In addition, the importance of community inclusion and participation in the policy formulation process, so that the resulting policies can be more responsive to local needs and better able to address the determinants of stunting at the community level (Prasetyo et al., 2023). Public policy analysis focuses on understanding four key aspects: policy formulation, implementation, consequences, and impact effectiveness. This encompasses how policies are developed and put into practice, their effects on society and the environment, and their success in achieving their objectives (Halik, 2015). Thus, in the context of public policy, regional innovation theory provides a basis for developing policy strategies oriented towards community participation, cross-sector coordination, and the use of technology in efforts to prevent stunting.

The research entitled "Strategy for Implementation of West Bandung District Health Service Policy in Stunting Intervention During the COVID-19 Pandemic" by Aditri et al. (2022), referring to Edward III's theory (1980, as cited in Setyawan et al., 2021), identified four main issues that influence the effectiveness of policy implementation, namely communication, resources, disposition and bureaucratic structure. The

research results show that 1) Communication and bureaucratic structure support stunting intervention policies during the COVID-19 pandemic; 2) Health facilities are considered adequate, but stunting interventions require COVID-19 protocols and better access to monitoring tools for toddlers' growth and development; 3) Unequal distribution of human and financial resources, affecting the implementation of stunting policies; 4) The disposition is supportive, but it requires alignment of commitment and cooperation in the Health Service network and the West Bandung community.

According to [Erlyn et al. \(2021\)](#) stunting is a significant issue in Indonesia, affecting children's growth and development. This study analyzes nutrition intervention programs in Palembang City. Using qualitative research, data from the Health Office were examined. Specific and sensitive interventions were implemented, but coordination among agencies is weak. Community motivation and knowledge gaps pose challenges. However, the Palembang City government's commitment, outlined in the policy, provides direction for future programs.

The North Middle East District Government uses a long hierarchy to tackle stunting by limiting authority, facilitating communication, and clarifying communication channels and accountability. Transparent communication with all stakeholders is recommended to prevent policies from reflecting political interests ([Sirait, 2021](#)). However, long hierarchies also lead to subordinate dependence on superiors in decision-making, slow, time-consuming coordination, and lack of cooperation between sectors. Therefore, using ICT can help all actors in the bureaucracy to control stunting activities in North Central East Regency ([Anggraini & Melin Wula, 2021](#)).

In his study, [Essa et al. \(2021\)](#) analyze stunting in Bandung City and categorize villages based on a stunting risk index to provide practical recommendations. Quantitative analysis using climate change adaptation indicators is combined with qualitative methods like Focus Group Discussions (FGD) with key stakeholders. The findings identify 14 priority intervention villages with high stunting risk due to poverty, sanitation issues, and low adaptive capacity. Recommendations focus on regional development planning, community involvement, and multi-stakeholder cooperation through innovation and collaboration.

Five capacities need to be considered in the context of the convergence of stunting prevention in Sinaboi province. Among them, two capacities that still need to be improved are: 1) Infrastructure, technology and financial resources that are not yet optimal due to the lack of available facilities and infrastructure; The availability of healthcare facilities is influenced by the accessibility of locations and the presence of healthcare providers, information, and community motivation ([Media, 2014](#)); 2) Networking and cooperation, where the government still needs to increase stunting consultation at the regional level and strengthen coordination with regional governments and the private sector ([Iryani et al., 2022](#)).

From the background presented, several innovative aspects can be the focus of studies on stunting management. The novelty of discussing stunting can be seen from two aspects. First, in terms of concept, it involves traditional factors such as poor nutrition and infection and innovations such as the Posyandu Prima program. Second, from a practical perspective, the program's implementation shows a new approach involving various parties and information technology.

Contributions to research can be seen from summaries of previous research and discussions of stunting management strategies, including your research, which provides the specific context of program implementation in Surabaya. The discussion also provides insight into the importance of public policy in dealing with stunting, highlighting the role of local governments and cross-sector coordination.

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This article presents a basic framework for overcoming the problem of stunting in children under five based on several important assumptions. First, it is believed that the cause of stunting does not just come from a single factor but from a combination of factors such as poor nutrition, recurrent infections, and lack of psychosocial stimulation (Jeyakumar et al., 2021; Suratri et al., 2023). Therefore, a holistic and comprehensive approach is needed in handling stunting. Second, there is a belief in the important role of public policy in dealing with stunting, including in developing policy innovation and cross-sector coordination (Macella et al., 2022; Taufiqurokhman, 2023). This emphasizes the need for government intervention in developing and implementing effective programs. Third, it is believed that research has an important contribution in providing a better understanding of the problem of stunting and strategies for dealing with it (Adair et al., 2021; Essa et al., 2021). This implies that quality research can make a significant contribution to designing policies and intervention programs. Finally, there are assumptions about the importance of innovation and technology in overcoming stunting (Rustikawati et al., 2019). This shows the need to continue to develop and adopt new solutions in efforts to effectively handle stunting. By following this basic framework, it is hoped that efforts to overcome stunting can be more focused and effective in accordance with the local and global context.

## 2. Methods

This research uses a qualitative approach with a focus on case studies regarding the implementation of the Posyandu Prima Program in reducing stunting rates in the city of Surabaya (Lacey & Luff, 2009; Miles et al., 2014; Yin, 2018), the aim of which is to understand in depth the response to this policy by considering six aspects of policy implementation according to Van Meter & Van Horn (1975) which include related standards and policies, resources used, communication between related organizations, characteristics of the institutions involved, bureaucratic disposition, and program performance in achieving predetermined goals. Data was collected by means of interviews, observation and documentation (Creswell & Creswell, 2018), then the data was analyzed using an interactive model, namely data collection, data condensation, presentation and drawing conclusions (Patton, 2002).

Interviews were conducted with parties involved in implementing the Posyandu Prima Program in the City of Surabaya, such as the Surabaya City Health Service, the Posyandu Prima program manager, and the community who received benefits from the program. Observations were made on various aspects of program implementation, including activities at Posyandu, interactions between officers and the community, and the use of available resources. The data observed is in the form of the program implementation process, community response, or obstacles faced in implementation. The interactive model used in data analysis is an iterative approach that allows researchers to systematically manage and analyze data in stages to understand in depth the dynamics and challenges in program implementation.

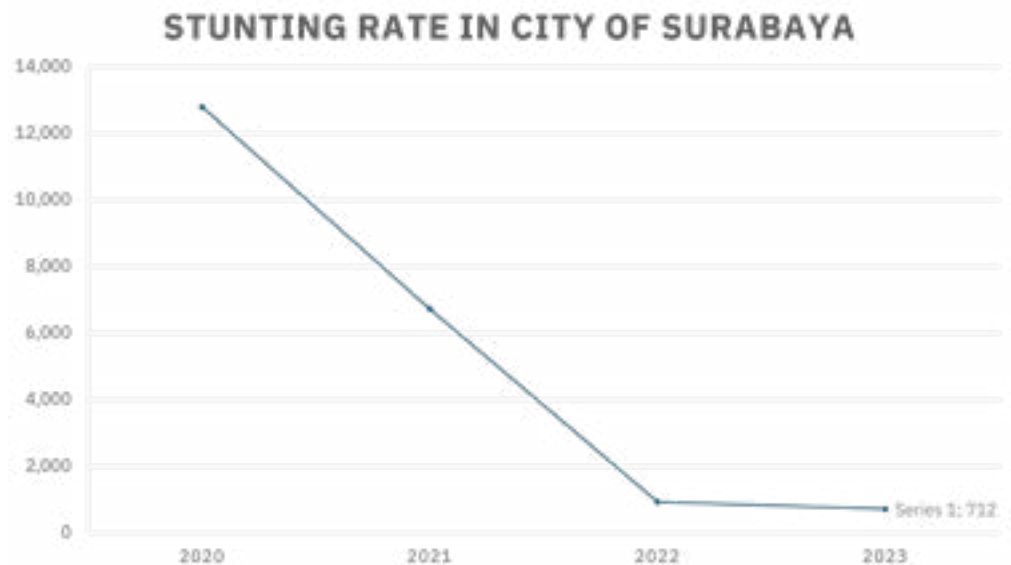
## 3. Results and Discussion

### 3.1. Standard and Objective

The standards for implementing the stunting policy are Presidential Regulation of the Republic of Indonesia Number 72 of 2021 concerning the Acceleration of Reducing Stunting and Regulation of the Minister of Health of the Republic of Indonesia Number 2 of 2020 concerning Child Anthropometric Standards. Meanwhile, the Prima Posyandu program is based on Surabaya Mayor Regulation Number 59 of 2023 concerning the Implementation of Service Posts. The aim of the Posyandu Prima

program based on Surabaya Mayor Regulation Number 59 of 2023 concerning the Implementation of Integrated Service Posts is to improve the quality of public health services, especially in efforts to reduce stunting rates. This program aims to provide integrated and coordinated health services, focusing on fulfilling nutritional intake, improving parenting patterns, and increasing access to drinking water and sanitation. Through Posyandu Prima, the community can have better access to health information and services and increase awareness of the importance of child and maternal health.

The research results in the context of policy standards and policy objectives highlight the implementation of the Prima Posyandu Program by per the provisions stipulated in Surabaya Mayor Regulation 59 of 2023 concerning the Implementation of Integrated Service Posts. The analysis includes an evaluation of the extent to which this program complies with policy standards, which include fulfilling nutritional intake, improving parenting patterns, and increasing access to drinking water and sanitation. The main aim of this program is to improve the quality of public health services, especially in efforts to reduce stunting rates. The research results show that this policy achieved its objectives and also, in practice, by evaluating the effectiveness of the program in fulfilling these aspects to reduce stunting rates in Surabaya.



**Figure 1.** Stunting Figures in the City of Surabaya in the Last Four Years

Source: Processed By Researchers, 2024

The stunting rate in Surabaya has been reduced significantly in just two years. In 2020, it was recorded that 12,788 toddlers in the City of Heroes had stunting status. In 2021, it decreased significantly to 28.9 percent (6,722 toddlers); in 2022 it decreased to 4.8 percent (923 toddlers) and fell to 712 toddlers by the end of May 2023.

Head of the Surabaya City Health Service, Nanik Sukristina, stated that the reduction in stunting prevalence cannot be separated from hard work between Regional Apparatus (PD) within the Surabaya City Government as well as active participation from various elements of society, including academics, universities, Surabaya Cadres Great (KSH), and Non-Governmental Organizations (NGOs). The Surabaya Health Office performs various interventions, including analysis of prospective brides (Catin), pregnant women, toddlers, and children to monitor and prevent stunting. This intervention program involves the PKK and KSH Mobilization Team by providing nutritional assistance such as milk for pregnant women and providing additional food for stunted toddlers. Even though it has achieved significant results, the Surabaya

City Government continues to pay attention to efforts to increase interventions to achieve the target of zero stunting cases. It is working hard to achieve further stunting reduction targets in accordance with the Regional Medium-Term Development Plan (RPJMD) and national targets.

This proves that this program is effective in reducing stunting rates in the city of Surabaya. The success of reducing the number of stunted toddlers significantly in two years shows that the intervention steps taken by the Surabaya City Government, both through the hard work of the Regional Government and through the active involvement of various parties, have had a positive impact. By involving various sectors, including health, women's empowerment and child protection, as well as regional development planning, this program has effectively overcome the stunting challenge. This success also confirms the commitment of the Surabaya City Government to continue to strive to maintain public health, especially the younger generation, as one of its main development priorities.

In brief, the Prima Posyandu Program in Surabaya effectively reduces stunting rates by aligning with national and regional regulations on public health. Through collaborative efforts involving various stakeholders, including government agencies and community organizations (Suroso, 2016), the program addresses nutritional intake, parenting practices, and access to clean water and sanitation. Research confirms its success in achieving these objectives, significantly decreasing stunting rates over two years. This highlights the importance of policy compliance, partnerships, and community engagement in addressing complex health challenges and improving public health outcomes in Surabaya.

### 3.2. Resources

Judging from policy resources, especially human resources and budget support, as well as facilities and infrastructure, the success of reducing stunting rates in Surabaya also shows effectiveness in managing the resources available. Qualified and well-trained human resources, such as health workers, city government employees and volunteers, play an important role in program implementation.

Good human resource management is also a crucial factor in the success of the stunting reduction program in the city of Surabaya. The presence of well-trained health workers with in-depth knowledge of the problem of stunting makes it possible to provide quality and targeted services to the community. Apart from that, the active involvement of city government employees and volunteers in implementing the program shows the high commitment of various parties in carrying out this program.

Apart from facilities, the City of Surabaya also ensures that health workers are well-prepared. This is done by alerting health workers from the sub-district health centres (Pustu). According to him, it is also important to consider the number of existing patients. With the existence of Posyandu Prima, the number of patients at the Puskesmas may decrease so that Puskesmas doctors can actively participate in Posyandu Prima. This is expected to bring health services closer to the community. With the existence of Prima Posyandu, health facilities in Surabaya will increase. According to Health Service records, Surabaya has 63 Community Health Centers, 59 Pustu, and 159 Subdistrict Health Posts (Poskeskel).

According to the Head of the Surabaya Health Service, Nanik Sukristina, in Prima Posyandu, there will be at least three health workers: doctors, nurses and midwives, and one person in the registration section. This is expected to provide good service to the community. Nanik Sukristina also emphasized that this health service concept involves health workers and community involvement through health cadres. This is



a positive step in improving access and quality of health services for the people of Surabaya. Previously, Surabaya had shown its commitment to dealing with the problem of stunting with various programs and activities aimed at improving the nutritional status of children in this city.

The Surabaya City Government has shown a strong commitment to handling health problems, especially in reducing stunting rates, by involving Great Surabaya Cadres (KSH) as human resources, who play an important role. KSH has a strategic role in providing information and education and assisting in implementing health programs initiated by the city government. Through KSH's active participation in the health sector, the Surabaya City Government not only increases the coverage of health programs but also expands its reach and positive impact on society. This shows that local governments have successfully utilised local potential to achieve public health goals effectively and inclusively.

Adequate budget support from the Surabaya City Government also provides significant encouragement for the smooth running of this program, including the procurement of necessary resources and facilities. Thus, good management of policy resources, both in terms of human resources and budget, is a key factor in the success of the stunting reduction program in Surabaya. Support from local governments in budget is also very important because it ensures that sufficient funds are available for various activities and initiatives needed to overcome stunting. Thus, synergy between quality human resources and adequate budget support is the main pillar in achieving success in reducing stunting rates in Surabaya.

Eri Cahyadi, as Mayor of Surabaya, explained that of the total Regional Revenue and Expenditure Budget (APBD) for 2023 for the City of Surabaya worth IDR 11.2 trillion, 50.2 per cent, equivalent to IDR5,614,000 billion, was allocated for childcare. With the number of stunted toddlers in Surabaya reaching 712, the budget allocation for one child in handling stunting is around IDR7.89 million. This allocation reflects the city government's commitment to providing adequate resources to overcome the problem of stunting and improve the welfare of children in the city.

**Table 1.** Surabaya City Budget Allocation for Handling Stunting

Budget Allocation	Detail
Total Allocation of Regional Revenue and Expenditures for 2023	IDR11.2 trillion
Percentage of Allocation for Childcare	50.2%
Total Allocation for Childcare	IDR5.614 trillion
Number of Stunting Toddlers in Surabaya	712
Budget Allocation for One Child in Handling Stunting	IDR7.89 million

*Source: Processed by Researchers, 2024*

This is done through a process involving various related parties, including health and development planning experts, to ensure that every rupiah allocated can provide optimal benefits for the welfare of Surabaya's children. Thus, dealing with child health problems, such as stunting and malnutrition, as well as efforts to prevent maternal and child deaths, is a top priority in the use of Regional Budget, reflecting the city government's commitment to improving the standard of living and health of future generations.

The Surabaya City Health Service has also prepared all the facilities, infrastructure and human resources needed to realize Prima Posyandu in Pahlawan City, East Java. Head of the Surabaya City Health Service (Dinkes), Nanik Sukristina, said that every Prima Posyandu, according to the direction of the Indonesian Ministry of Health (Kemenkes),

must have at least registration staff, doctors, nurses and midwives. However, Nanik admitted that the City of Surabaya already has a sub-district health centre or sub-district health post (Poskeskel) in every sub-district in Pahlawan City. However, an additional service concept from the Indonesian Ministry of Health mandates health services directly involving the community, so Great Surabaya Cadres (KSH) will also be involved in Posyandu Prima. The Mayor of Surabaya, Eri Cahyadi, previously stated that the Surabaya City Government has an Assistant Health Center or Poskeskel in every sub-district. In the future, services at the community health centre level will be integrated with primary services, namely Posyandu Prima. Eri also revealed that his party had coordinated with the Surabaya Health Office to renovate the sub-district health centre building, which would be focused on being a Prima Posyandu service centre. Regarding health workers, health workers at the Sub-Puskesmas level will be placed at Posyandu Prima, with plans to convert the Sub-Puskesmas into Posyandu Prima.

Table 2. Prevalence of Stunting in Surabaya City

Year	Year Number of Stunting Cases
2020	12,788
2021	6,722
2022	923
2023	712

Source: Processed by Researchers, 2024

Over the last three years, the prevalence of stunting in Surabaya has decreased significantly. In 2020, there were 12,788 stunting cases, which then fell to 6,722 in 2021. By the end of 2022, the number of stunting cases had decreased again to 923. In mid-June 2023, the number of stunting cases in Surabaya fell to 712.

Thus, the success of reducing stunting rates in Surabaya is attributed to effective resource management, including qualified human resources and sufficient budget support. The commitment of the Surabaya City Government is evident through the involvement of Great Surabaya Cadres (KSH) and adequate budget allocations. Additionally, the Surabaya City Health Service has prepared the necessary facilities and human resources for the Prima Posyandu program, with plans to integrate services at community health centres with Posyandu Prima to further enhance the effectiveness.

### 3.3. Interorganizational Communication and Enforcement Activities

Communication between organizations is the main foundation for coordinating various efforts to reduce stunting prevalence. Good collaboration allows organizations from various sectors to share the information, experience and resources needed to design and implement effective intervention programs (Ansell & Gash, 2007; Bryson et al., 2015; Tamrin & Lubis, 2023).

Coordination between various agencies is carried out in two directions, linearly between the Community Health Center and the Village and District and top-down between the Community Health Center and the Health Service. There is also coordination with the Women’s Empowerment and Child Protection Service (DP3A). At the same time, the Social Service acts as a follow-up from the sub-district regarding Low-Income Communities (MBR). The Community Health Center conveys information related to sanitation and latrines to the Subdistrict, which is then forwarded to the district for further follow-up.

Coordination between government agencies in handling sanitation and the problems of Low-Income Communities (MBR) in the City of Surabaya has resulted in significant changes. Based on survey data in 2023, coordination between the Community Health Center (Puskesmas), Health Service, and the Women's Empowerment and Child Protection Agency (DP3A) has increased sanitation service coverage in affected areas. The research results show an increase in the number of households with access to adequate sanitation facilities and community participation and awareness of good sanitation through outreach and education programs. Implementing this coordination has also been proven to reduce the number of sanitation-related diseases, such as diarrhea and respiratory tract infections, due to poor sanitation. Concrete data like this is proof of the success of coordination efforts between government agencies in improving the health and welfare of the people in the city of Surabaya.

**Table 3.** Percentage of Households That Have Access to Adequate Sanitation by Regency/City in East Java Province, 2017–2022

Regency	2017	2018	2019	2020	2021	2021
<b>Regency</b>						
Pacitan	62.36	67.11	65.01	69.90	71.70	72.64
Ponorogo	79.69	83.27	80.37	84.97	87.49	86.77
Trenggalek	69.09	71.43	72.72	76.81	75.48	79.27
Tulungagung	82.95	78.72	79.82	89.45	85.37	83.60
Blitar	69.87	70.35	75.73	80.36	75.67	80.11
Kediri	78.75	78.59	84.73	83.59	86.92	88.68
Malang	75.12	73.69	79.49	80.99	80.79	81.80
Lumajang	64.21	73.25	69.59	84.53	83.24	77.99
Jember	60.88	56.15	63.78	65.83	64.17	65.95
Banyuwangi	71.57	69.61	78.36	77.44	81.15	78.07
Bondowoso	30.90	35.67	43.10	44.07	52.82	51.64
Situbondo	44.13	48.15	52.14	55.29	59.79	54.52
Probolinggo	50.75	46.14	55.96	59.76	62.14	62.36
Pasuruan	60.62	68.11	73.47	80.03	82.92	83.40
Sidoarjo	93.94	90.64	94.07	95.52	95.05	89.54
Mojokerto	81.10	84.96	91.30	91.02	87.34	89.87
Jombang	84.30	84.72	88.70	88.98	90.95	93.67
Nganjuk	79.51	82.16	79.58	85.75	81.84	83.36
Madiun	86.91	84.11	89.14	91.92	89.09	89.40
Magetan	86.58	82.71	84.00	88.65	88.40	91.01
Ngawi	74.52	67.85	76.34	83.67	79.35	84.26
Bojonegoro	78.11	80.58	86.58	89.02	90.96	91.01
Tuban	68.99	75.49	77.79	79.03	83.80	80.99
Lamongan	85.00	93.66	90.08	92.23	89.70	90.66
Gresik	93.97	94.41	97.99	96.90	91.56	90.29
Bangkalan	43.24	51.66	54.66	56.18	39.44	53.48
Sampang	63.51	69.83	73.04	81.85	76.22	79.33
Pamekasan	66.49	61.84	72.37	68.25	70.85	65.95
Sumenep	54.29	55.38	68.63	64.74	65.66	67.68

Regency	2017	2018	2019	2020	2021	2021
<b>Municipality</b>						
Kediri	89.54	93.96	95.60	95.40	95.75	95.87
Blitar	94.28	94.40	94.82	96.67	96.77	95.91
Malang	83.20	84.86	85.20	83.25	87.08	82.61
Probolinggo	83.88	83.56	88.32	88.45	89.77	89.27
Pasuruan	76.58	83.04	86.86	90.02	92.10	89.32
Mojokerto	93.35	93.36	94.89	94.48	95.49	95.59
Madiun	90.81	94.51	98.06	98.71	97.31	95.38
Surabaya	94.69	87.18	93.89	91.84	95.20	96.41
Batu	91.13	90.85	92.82	93.20	95.57	94.37
East Java	74.03	74.28	78.78	80.98	80.97	81.13

Source: Central Statistics Agency, East Java, 2023

Based on the 2022 data above, the percentage of households with access to adequate sanitation shows significant variations in various districts/cities in East Java Province. Surabaya City recorded the highest percentage, 96.41%, followed by Sidoarjo City, 95.05%, and Blitar Regency, 96.77%. On the other hand, several regions show lower access levels, such as Bangkalan Regency with only 53.48%, Pamekasan Regency with 65.95%, and Sumenep Regency with 67.68%. This data shows significant differences in efforts to provide adequate sanitation in various regions in East Java.

Based on this information, there appears to be a lack of synergy between related sectors, and the coordination process between organizations is carried out informally, not officially written down. Even though there is communication between agencies, the lack of a formal framework that regulates this coordination can hamper the efficiency and effectiveness of efforts to reduce stunting. The existence of coordination that is not officially documented can also lead to unclear responsibilities and follow-up between agencies, which in turn can hinder the progress of public health programs. Therefore, efforts must be made to increase cross-sector synergy by developing a formal and structured framework for coordination and ensuring that information shared between organizations is officially recorded to strengthen efforts to reduce stunting prevalence effectively.

Effective communication between organizations is essential for coordinating efforts to reduce stunting rates. Collaboration allows for sharing information, experiences, and resources necessary for successful intervention programs. While coordination occurs between various agencies, a lack of formal frameworks leads to informal communication processes. This deficiency may hinder efficiency and effectiveness by causing unclear responsibilities and follow-up procedures. Establishing formal coordination frameworks and documenting communication can enhance cross-sector synergy and improve stunting reduction efforts.

### 3.4. The Disposition or Response of the Implementers

The attitude of the implementers or disposition in the Posyandu Prima program has an important role in reducing stunting rates in Surabaya. Implementers, such as health workers, volunteers, and Posyandu cadres, need a positive and proactive disposition to deal with stunting problems effectively. An inclusive, enthusiastic and community service-oriented attitude can influence the quality and coverage of the Prima Posyandu program.

A good disposition is shown by implementers who tend to be more open to innovation, collaborate with various parties, and are committed to providing quality services to the community. Apart from that, a positive disposition can also increase the motivation of implementers to continue learning and improve their skills in providing better health services. Therefore, coaching and developing a positive disposition from implementers is the key to the success of the Posyandu Prima program in reducing stunting rates in Surabaya.

To assess the success of the Posyandu Prima program in reducing stunting rates in the city of Surabaya, it is important to pay attention to indicators that reflect the positive attitude and commitment of the program implementers. Some indicators and data that can be used include:

1. Level of innovation adoption: Data can include the extent to which Posyandu Prima implementers adopt innovations in the provision of health services, such as the Adoption of innovation in the Posyandu Prima program in Surabaya City, which includes several more specific aspects. One of them is implementing integrated services at Posyandu Prima, which involves various health and social services in one place. This includes providing child health services, growth checks, nutritional education, immunizations, and maternal and child health services. In addition, the adoption of innovation also includes the use of information technology to monitor and record child growth data electronically, thereby enabling more effective analysis and more informed decision-making in providing health services. Apart from that, this program also involves active participation from the mother community in overcoming stunting by providing counselling and motivation regarding healthy eating patterns and providing adequate nutrition for children affected by stunting. All of this is part of efforts to improve the quality of health services and accelerate the reduction of stunting rates in the city of Surabaya.
2. Level of collaboration with related parties: Data shows that assistance for 724 stunted babies was carried out by the Family Welfare Empowerment Team (TP PKK) in collaboration with elements of the Surabaya City Stunting Reduction Acceleration Team (TP2S), as well as involving various parties from the private sector and academics. The institutions involved in this effort include the Indonesian Pediatrician Association (IDAI), HIMPSI (Indonesian Psychological Association), Faculty of Public Health (FKM) Airlangga University, Kesling (Environmental Health), and Environmental Health Polytechnic. This cross-sector collaboration reflects a shared commitment to provide the support and resources needed to strengthen stunting prevention and management programs in Surabaya. By involving these various parties, it is hoped that a strong synergy will be created in efforts to improve the welfare and health of babies affected by stunting and support the achievement of stunting reduction targets in the city of Surabaya.
3. Level of community satisfaction with services: The results of community satisfaction surveys can be used to assess how well Posyandu Prima implementers are providing quality health services that are responsive to community needs, which can reflect their positive attitude towards their work.

Based on the Community Satisfaction Index (IKM) results for KIA Services at the Gayungan Community Health Center, the majority of service elements are considered good by the community. Service Requirements, Procedures, Service Time, Service Products, Implementer Competence, Implementer Behavior, and Facilities and Infrastructure received good ratings, with IKM scores ranging from 3.07 to 3.17. Fees/tariffs received a very good rating with an IKM score of 3.62, indicating high satisfaction with the fees/tariffs charged. However, one element, namely handling complaints,

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Table 4. Results of the Community Satisfaction Index with KIA Services

No.	Service Element	IKM Value per Element	IKM Conversion Value	Weight	Description
1	Service Requirements	3.15	78.72	B	Good
2	Procedures	3.09	77.13	B	Good
3	Service Time	3.07	76.86	B	Good
4	Cost/Fee	3.62	90.43	A	Very Good
5	Service Product	3.17	79.26	B	Good
6	Executor Competence	3.16	78.99	B	Good
7	Executor Behavior	3.07	76.86	B	Good
8	Handling of complaints, suggestions, and inputs	2.82	70.48	C	Not Good

Source: Fatahillah and Noviyanti (2023)

suggestions and input, received a poor rating with an IKM score of 2.82. MCH services at the Gayungan Community Health Center can be considered good, but improvements in handling complaints and feedback can increase community satisfaction.

Viewed from the context of implementers' attitudes towards policies, a positive disposition is very important in ensuring the successful implementation of policy programs, including the Posyandu Prima program, to reduce stunting rates in Surabaya. A supportive attitude and commitment from implementers towards the policy vision and objectives can increase the effectiveness and efficiency of program implementation. A positive disposition includes enthusiasm, openness to change, willingness to collaborate with various related parties, and commitment to providing the best service to the community. Implementers with a positive attitude towards policies tend to be more skilled in handling challenges and obstacles that arise during program implementation to optimize the results of the efforts made.

In summary, the attitude and response of implementers significantly influenced the success of the Posyandu Prima program in reducing stunting rates in Surabaya. A positive and proactive disposition among health workers, volunteers, and Posyandu cadres is crucial for effective program implementation. This disposition, characterized by inclusivity, enthusiasm, and commitment to community service, enhances program quality and coverage. Implementers with a positive attitude are more open to innovation, collaborate effectively, and are committed to providing quality services. Cultivating a positive disposition among implementers is key to the program's success. Additionally, a supportive attitude towards policies ensures efficient implementation, with implementers demonstrating enthusiasm, openness to change, willingness to collaborate, and commitment to service excellence. Such a positive attitude facilitates overcoming challenges and optimizing program outcomes.

### 3.5. The Characteristics of the Implementation Agencies

The characteristics of institutions in reducing stunting rates in the city of Surabaya include a strong commitment to public health, adequate human resources and infrastructure capacity, the ability to collaborate with various related parties, and responsiveness to needs and societal changes. These characteristics are very effective in supporting the implementation of stunting reduction programs and creating a positive impact on children's health in the city of Surabaya.

The research results show that first, the Surabaya City Government, through the Health Service, has a strong commitment to public health, especially in terms of stunting prevention. This commitment is reflected in resource allocation, program

priorities, and support for stunting reduction initiatives. Second, the Health Service has adequate human resources, budget and infrastructure capacity to support the implementation of stunting reduction programs. This includes the presence of trained and qualified personnel in the field of child health, adequate health facilities, and an effective reporting and monitoring system.

One of the fiscal policies instruments the central government uses to support development at the regional level is the allocation of Special Allocation Funds (DAK). The DAK program, including DAK for Strengthening the Reduction of Maternal and Infant Mortality Rates and Stunting Intervention, provides additional funds to districts/cities with significant maternal and child health problems. It is hoped that these funds can be used to improve access and quality of health services and overcome the problem of stunting.

Specifically for East Java, the DAK will be allocated to districts/cities that have serious problems related to maternal, infant and stunting mortality rates. Surabaya City and Sidoarjo Regency, with the largest funding allocations in the table, likely have more pressing health problems or have a greater capacity to manage health programs. Factors such as population, maternal and infant mortality rates, and implementation capacity can influence the allocation of funds given to each region.

**Table 5.** Special Allocation Funds (DAK) to Strengthen Reducing Maternal, Infant Mortality Rates and Stunting Interventions for the 10 Largest Districts/Cities in East Java in 2023

No	Districts/Cities	Fund Amount (in thousands of rupiah)
1	Surabaya	29,867,047
2	Sidoarjo	27,017,649
3	Malang	21,364,749
4	Pasuruan	18,025,790
5	Sumenep	17,091,834
6	Mojokerto	17,067,082
7	Nganjuk	14,744,201
8	Trenggalek	14,226,609
9	Pasuruan	12,445,401
10	Madiun	12,015,313

Source: <https://djpk.kemkenku.go.id.2023>

In this table, the city of Surabaya is ranked first with a funding amount of 29,867,047,000 billion rupiahs, followed by Sidoarjo Regency with a funding amount of 27,017,649,000 billion rupiahs and Malang district with a funding amount of 21,364,749,000 billion rupiahs. Factors such as a large population, high maternal and infant mortality rates, and the prevalence of stunting may be the main considerations in determining fund allocation. The central government seeks to provide significant support to regions with urgent health needs.

The Mayor of Surabaya, Eri Cahyadi, explained efforts to accelerate the stunting reduction in Surabaya in the virtual Performance Assessment of the 2022 Stunting Prevention Acceleration Convergence Action. In his presentation, Mayor Eri mentioned eight steps taken, including situation analysis, use of the health budget, and development of human development cadres. This program involves the Great Surabaya Cadre (KSH) and the Blue Warriors (Assistance by Cadres in the Adaptation Period to New Habits). It involves various activities such as the Golden Generation competition and child nutrition assistance. The Surabaya City Government program received appreciation from the panelist team for the Performance Assessment of

the East Java Provincial Government's Accelerated Convergence Action for Stunting Prevention in 2022. It is hoped that Surabaya can become a pioneer in preventing stunting in East Java.

Third, the Surabaya City Health Service can collaborate effectively with various related parties, including other government agencies, non-government organizations, educational institutions and the general public. This collaboration is important to ensure the stunting reduction program can achieve its targets by optimally utilizing available resources and knowledge. The Surabaya City Government is collaborating with FK UNAIR to handle stunting and achieve the target of zero stunting by 2023. This program involves young doctors and FK UNAIR students in handling stunting and maternal mortality. The program is already running at several points in Surabaya and will be expanded further. Services implemented include ultrasound, pediatrician assistance, and home visits by FK UNAIR students. This program is also included in the FK UNAIR curriculum to instill social awareness in students.

Collaboration between the Surabaya City Health Service and FK UNAIR has significantly impacted efforts to reduce stunting. Through this program, community access to health services increases, while education and support in good nutritional practices are increased through home visits by FK UNAIR students. The integration of the program into the medical education curriculum also strengthens students' social awareness and clinical skills while supporting the achievement of the zero-stunting target in the city of Surabaya.

In brief, institutions in Surabaya exhibit strong commitment, adequate capacity, effective collaboration, and responsiveness in reducing stunting rates, reflected in resource allocation, program priorities, and support from the Surabaya City Government's Health Service. Effective collaboration with various stakeholders, including government agencies, NGOs, educational institutions, and the public, ensures optimal utilization of resources and knowledge. Notably, collaboration with FK UNAIR significantly impacts stunting reduction efforts by increasing community access to health services and promoting education on nutritional practices through home visits by FK UNAIR students, contributing to the city's goal of zero stunting cases.

### 3.6. Performance

The stunting reduction acceleration program implemented by the Surabaya City Government has shown positive results. Thanks to various steps taken, such as situation analysis, health budget allocation, and training of human development cadres, the stunting rate in Surabaya has decreased significantly.

The significant reduction in stunting rates in Surabaya within two years has had a large positive impact. By reducing the number of toddlers experiencing stunting, there will be an improvement in the health and quality of life of children in Surabaya. Children who are free from stunting have better opportunities for physical and mental development, as well as a lower chance of experiencing chronic health problems in the future. Apart from that, the reduction in stunting rates also reflects the effectiveness of public health programs implemented by the local government, thereby increasing public trust in existing health services.

In summary, the stunting reduction program implemented by the Surabaya City Government has been highly effective, leading to a significant decrease in stunting rates over the past two years. Through strategic measures such as situation analysis, budget allocation, and cadre training, the number of stunted toddlers in Surabaya has drastically decreased from 12,788 in 2020 to 712 by May 2023. This reduction not only improves the health and quality of life of children but also reflects the success of



local government public health initiatives, fostering increased public trust in healthcare services.

#### 4. Conclusion

The results of this research strengthen the argument that the implementation of the Prima Posyandu Program in Surabaya City has had a significant impact in reducing stunting rates. These findings support the argument that standard policies regulated by Presidential Regulations, Minister of Health Regulations, and Surabaya Mayor Regulations have become the basis for implementing this program (Ferguson & Clark, 1979; Setyawan et al., 2021). The aim of this program is to improve the quality of public health services, especially in efforts to reduce stunting rates, and the results reflect success in achieving this target. In terms of resources, both human resources and budget support, the Surabaya City Government has demonstrated effectiveness in its management (Bryson et al., 2015). The active involvement of various parties, including the Great Surabaya Cadre (KSH) and non-government organizations, has made an important contribution to the success of this program (Rahman et al., 2019).

Recommendations for future research are to analyze more deeply the specific impacts of the various policies and interventions that have been implemented in the Posyandu Prima Program. In addition, further research could focus on identifying factors that influence the success of cross-sector collaboration in implementing the program. In addition, it is important to dig deeper into the experiences and views of key stakeholders, including local communities, in the implementation process and the impact of the program (Siswati et al., 2022). With a deeper understanding of the factors that influence program success and diverse stakeholder perspectives, future research can provide more comprehensive insights and more concrete recommendations for increasing the effectiveness of stunting management programs in various contexts.

This article provides a comprehensive evaluation of the stunting reduction program implemented by the Surabaya City Government. Based on the assumptions that form the analytical framework. An in-depth evaluation of the stunting reduction program implemented by the Surabaya City Government reveals the strategic success of innovative policies such as Prima Posyandu. These steps are based on a strong foundation of presidential regulations, minister of health, and mayoral regulations (Edwards & Sharkansky, 1979; Setyawan et al., 2021). Effective implementation of this policy not only resulted in a significant reduction in the number of children under five experiencing stunting, but also reflected efficient resource management by local governments (Bryson et al., 2015). Budget support and appropriate human resource management have become pillars in achieving this important public health target. However, the evaluation also highlights that the success of this program does not only depend on formal policies, but also the active involvement of various related parties, including the Great Surabaya Cadre (KSH) and non-government organizations (Rahman et al., 2019). This cross-sector collaboration emphasizes the importance of comprehensive participation in overcoming complex public health problems such as stunting. As a result, recommendations for further research include further analysis of the specific impacts of policies and interventions, identification of factors that influence the success of cross-sector collaboration, as well as an in-depth understanding of the experiences and views of key stakeholders in the implementation process and the impact of the program (Siswati et al., 2022). Thus, this evaluation strengthens the argument that careful policy evaluation, effective resource management, involvement of relevant parties, and continued research are key elements in successful efforts to reduce stunting rates.

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