

Advocacy on Combating Hunger: Political Will of the Kedunggebang Village Government to Implement Banyuwangi Tanggap Stunting Programs in 2022

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Abstract

The imperative to expedite the reduction of stunting rates has emerged as a paramount policy goal, garnering unanimous support from local governments across Indonesia. Banyuwangi Regency, in its commitment to this cause, has introduced the *Banyuwangi Tanggap Stunting* (BTS) Program, an innovative initiative aimed at diminishing stunting prevalence. The success of this program hinges on the endorsement and proactive involvement of all village governments

within Banyuwangi Regency. Crucially, the efficacy of such policies necessitates a foundation rooted in the Political Will of village governments to facilitate implementation. This study delves into the case of Kedunggebang Village, situated in the Tegaldlimo District, which has embarked on the BTS program through a collaborative, cross-sectoral approach and extensive community counseling efforts. The primary objective of this research is to elucidate the Political Will exhibited by the Kedunggebang village government in supporting the BTS initiative, while also examining the impediments encountered during its implementation. Employing qualitative descriptive methods and in-depth interviews, this research employs the Brinkerhoff Theory as an analytical framework. Notably, the study stands out as a multidisciplinary exploration, scrutinizing public health concerns through the lenses of public policy and government bureaucracy. The findings reveal a nuanced scenario where the Kedunggebang Village Government demonstrates a lower level of Political Will, yet exhibits the capacity to effectively implement the BTS program. Consequently, the study advocates for essential bureaucratic reforms, including the enactment of village regulations, the formulation of comprehensive village development plans, and the establishment of a dedicated task force to accelerate the reduction of stunting rates.

Keywords

Legal Advocacy, Political Will, Stunting Reduction, Hunger Reduction, Village Government

A. Introduction

Stunting was a very complex child health problem. Nutrition factors and parenting style are the driving factors for stunting in toddlers. In this case, the economic level or society's prosperity is also an influencing factor for nutritional intake in toddlers ¹. In Indonesia, stunting is a

¹ Kinanti Rahmadhita, "The Problem of Stunting and Its Prevention", *Sandi Husada Scientific Journal of Health*, Vol. 11 No. 1, 2020, p. 225–229 <https://doi.org/10.35816/jiskh.v11i1.253>.

serious problem and is also a major nutritional problem being faced². If this problem persists for a long time it will affect cognitive function, let say, the low level of intelligence which will have an impact on the quality of human resources. Stunting became a “*definetely major threat*” to Indonesia's demographic bonus goal of 2045. Therefore, it is also the state's responsibility to ensure adequate nutrition for toddler growth. As mandated by article 28B paragraph (2) of the 1945 Constitution of the Republic of Indonesia (UUD NRI 1945) which affirms the rights of children to be able to grow and develop properly³. Thus, the state is obliged to make policies capable of preventing and overcoming stunting in Indonesia. Because all Indonesian people are also guaranteed by the constitution to have the right of health services⁴.

The responsibility mandated by the constitution has been fulfilled by the Government of the Republic of Indonesia, namely the Kabinet Indonesia Maju led by President Jokowi Widodo and Vice President Ma'ruf Amin, through Presidential Regulation Number 72 of 2021 Concerning the Acceleration of Stunting Reduction (Perpres 72/2021). This act is the legal basis for all strategies and policies to accelerate stunting reduction that must be implemented throughout Indonesia. Also, requires cross-sectoral synergy and collaboration for all Regional Governments in Indonesia, both Provincial Governments to Village Governments. In fact, it also involves various state organs and ministries to make the policy strategy a success. In addition, the Ministry of National Development Planning/National Development Planning Agency (BAPPENAS) has launched an website that serves as an extension of this policy, cegahstunting.id. The page contains various national stunting data, legal documents, and research publications related to stunting.

² Rini Archda Saputri and Jeki Tumanger, "Upstream-downstream Stunting Management in Indonesia", *Journal of Political Issues*, Vol. 1 No. 1, 2019, p. 1–9 <https://doi.org/10.33019/jpi.v1i1.2>.

³ Indonesia, “1945 Constitution of the Republic of Indonesia”, *People's Representative Council of the Republic of Indonesia*, People's Representative Council of the Republic of Indonesia, 1945 <https://www.dpr.go.id/jdih/uu1945>, accessed 15 September 2022.

⁴ This is the mandate of Article 28H paragraph (1) of the 1945 Constitution of the Republic of Indonesia. See: *Ibid*, Article 28H paragraph (1)

At the regional level, various Regency/City Governments have also issued innovations related to accelerating the reduction of stunting. The Banyuwangi Regency Government (Pemkab) has issued a policy called Banyuwangi Tanggap Stunting (BTS). This policy is a stunting reduction acceleration program that emphasizes cross-sectoral collaboration and digitization of data. In the BTS program, there are 5 steps consisting of 2 bases and 3 pillars. These two bases are a form of collaboration with all parties. Another basis is to make the most of Banyuwangi zero stunting. While the three pillars are: **First**, Identification of stunting toddlers (*by name, by address/coordinate, by problem*). **Second**, fix the problem of factors that cause stunting, for example economic problems, health conditions, nutrition, and others. The **third** pillar, periodically measure the growth and development of the fetus until the child is under two years old or the first 1000 days of birth. However, there are obstacles related to the lack of quantity of health workers who are at the forefront of implementing this policy. To overcome this, the BTS program is divided into three priorities which are supported not only by health workers, but also community organizations and other government agencies⁵.

Three priorities in BTS, first priority is handling. For handling the top priority is the handling of children aged less than 2 years. The **second** priority is children aged two to five years. The second is prevention. For prevention, the first priority is high-risk pregnant women who are also a top priority. Pregnant women must be monitored to ensure that there are no births with low birth weight (LBW). Meanwhile, the second priority for prevention is prospective brides, by providing assistance and counseling related to stunting. The third priority is young women . In this case, the BTS program is assisted by women's organizations, for example Aisyiah, Muslimat, and PKK as policy advisors and community mobilizers to participate. Then, there are Traditional Market and MSME Shopping Days which are held every month on beautiful dates aimed at the needs of stunted children, such as shopping for milk, vitamins, protein foods, and others. On each

⁵ Banyuwangi Regency Government, "Having Two Bases and Three Pillars, Regent Ipuk Launches Banyuwangi Responds to Stunting", <https://banyuwangikab.go.id/berita/had-dua-basis-dan-tiga-pilar-bupati-ipuk-launch-banyuwangi-response-stunting>, accessed on 5 August 2022.

Shopping Day you are able to generate IDR 700,000,000, which will be used for a target of 7,000 toddlers, pregnant and lactating women. The implementation of this policy will be monitored every two weeks by the Banyuwangi Regency Government to measure the progress of the policy⁶.

This complex program certainly needs to be implemented by the Village Government as one of the main actors in accelerating the reduction of stunting at the village and hamlet levels. Even though the Acceleration of Stunting Reduction and BTS is the main program of the village government officer, it does not mean that the village government is not allowed to innovate programs at the village level to support the implementation of the national program. The benefit is that the national program can be implemented on target and in accordance with the conditions and needs in the village area. However, this really depends on the political will of the village government. In this case, Kedunggebang Village, one of the large villages in Tegaldlimo District, Banyuwangi Regency is the location for research on the political will of the village government in supporting the BTS program in accelerating the reduction of stunting. Kedunggebang Village is one of the villages that has succeeded in reducing stunting rates and registering itself as the village with the smallest percentage of stunting rates in the Tegaldlimo District area⁷.

Political will perspective is an interesting discourse in studying the bureaucracy and the implementation of government policies and law from upstream to downstream. In this case, the village government is the main actor who should play an active role in supporting the program as a driver and originator of policies. *Political Will* must be used as an instrument of analysis and must eliminate a number of things related to internal political interests. Because the inability of political/administrative instruments to achieve political results often leads to protests demanding rights from various layers of society. Arrogant *political will* sometimes takes advantage of people's inability to understand political goals which often only explain how political actors do to achieve the expected results. So this research tries to explain the picture of political will, in this case the Kedunggebang Village

⁶ *Ibid.*

⁷ Description from dr. Masbuhin, Head of UPT Tegaldlimo District Health Center.

Government, in order to find out the seriousness of the village government in using its authority locally and structurally in handling stunting through the BTS program.

B. Method

1. Theoretical framework

1.1. General Overview of Political Will

a. Definition

So far there are five different expert definitions regarding the meaning, scope, and components of *Political Will*. However, in this study, the author chose to use Brinkerhoff's theory of *Political Will*, because this concept has complete elements for identifying the amount of government political will in implementing public policy. According to Brinkerhoff, *political will* is "a political actor's commitment for take action to achieve a set of goals and to sustain those costs of action over time". This concept can be borrowed to analyze the government's political will in various public policies. Although initially, this concept was specifically intended to analyze the government's political will in eradicating corruption. However, the complexity of the analysis component in the concept of political will can still be used appropriately as an analytical instrument for other policies.

b. Components

Brinkerhoff describes the elements of political will analysis in two parts, namely Top-Down, where the government offers initiatives in carrying out policies. And also Bottom-Up, where the government responds positively to requests for policy proposals/recommendations that come from elements of society. The following is a table of components of the government's political will analysis according to Brinkerhoff, as shown on Table 1.

TABLE 1. Components of *Political Will* According to Brinkerhoff

| Component | Selected Illustrations | |
|-----------------------|-------------------------------------------------------------------------|------------------------------------------------------------------|
| | Top-Down; Offer | Bottom-Up; Request |
| Government Initiative | Identify and support public officials who are committed to the program. | Identify and support Oversight from civil society and the media. |

| Component | Selected Illustrations | |
|---------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | Top-Down; Offer | Bottom-Up; Request |
| Policy Priorities | Provide technical assistance in anti-corruption policy analysis, formulation, prioritization, program design, and cost analysis in designing the program. | Provide technical assistance in citizen satisfaction surveys, including for the delivery of public services. |
| Mobilization of Political Support | <ul style="list-style-type: none"> - Support public education campaigns, outreach to citizen groups and the private sector. - Support participatory governance that brings citizens and government officials closer together. | <ul style="list-style-type: none"> - Provide support to regional civil society development and advocacy coalitions. - Promote partnerships with Community Organizations and the Private Sector. |
| Public Commitments and Resource Allocation | <ul style="list-style-type: none"> - Support ceremonial events where public officials make commitments, such as promises of seriousness in handling the program. - Support the sectoral budgeting process as well as a credible audit structure. | Support Community Organizations involved in <i>Public Expenditure Tracking System</i> (PETS) and participatory budgeting exercise |
| Law enforcement | <ul style="list-style-type: none"> - Support the reform of the rule of law - Making related regulations | Provide opportunities for external parties to provide regulatory/policy recommendations |
| Programs Continuity | <ul style="list-style-type: none"> - Provide multi-year funding for the program. - Using diplomacy to deal with challenges - Support the institutionalization of accountability relationships | Providing grants/participatory cooperation to Community Organizations promotes business continuity. |
| Learning and Adaptation | Support progress monitoring, evidence-based decision-making and program evaluation. | Support transnational civil society engagement. |

Source: *Brinkerhof, DW (2000). Assessing Political Will for anti-Corruption Effort: an analytical framework. Public Administration and Development.*

1.2. Correlation With Problems

The theoretical concepts above can be correlated with the general problems and conditions of the Kedunggebang Village Government in supporting the BTS program, as follows

- 1) **The Government Initiative** is the initiative of the Kedunggebang Village Government in creating an original village innovation program capable of supporting the BTS program.
- 2) **The Choice of Policy/Program** is a form of policy/program of the Kedunggebang Village Government in prioritizing government spending to accelerate the reduction of stunting in the village development plan.
- 3) **Mobilization of the Parties** is an effort by the Kedunggebang Village Government to build synergy with related parties to support the BTS program.
- 4) **Public Commitment and Resource Allocation** is the allocation of village funds and other budgetary resources by the Kedunggebang Village Government to support the BTS program.
- 5) **Law Enforcement** is the legal awareness of the Kedunggebang Village Government in drafting village regulations as a juridical basis for village policies in supporting BTS.
- 6) **Programs Continuity** is the continuation of the efforts made by the Kedunggebang Village Government to support the BTS program in the future.
- 7) **Learning and Adapting** is the willingness to learn and adapt to the Kedunggebang village government in changing political behavior and village policies towards reducing stunting.

1.3. Types of Research

The type of research used is descriptive qualitative research. This research is a problem-solving procedure through describing the current situation, subject, and object of research, whether a person, institution, society, etc., based on authentic and reliable facts ⁸. In essence, qualitative research is an activity of collecting data by observing research objects in an environment, interacting with them, trying to understand the language or their interpretation of the surrounding environment ⁹. The purpose of qualitative research is to gain understanding and

⁸ Soerjono Soekanto, *Sociology: An Introduction*, 2nd edition, Raja Grafindo Persada, Jakarta, 2006, p.10.

⁹ Syamruddin Nasution, *Qualitative Naturalistic Research Methods*, 1st edition, Tarsito Publishers, Bandung, 1992, p. 20.

understanding of events or human behavior¹⁰. This type of descriptive research was chosen in order to obtain a systematic, factual and accurate description of the problem regarding facts and events as well as problems regarding the description of *Political Will* or political will in the Kedunggebang Village Government bureaucracy towards accelerating the reduction in stunting rates through the Banyuwangi Tanggap Stunting (BTS) program.

1.4. *Research Location*

This research location focuses on Kedunggebang Village, which is located in Tegaldlimo District, Banyuwangi Regency, East Java Province. The author is interested in researching at this location because the author is involved in a community empowerment activity program to accelerate the reduction of stunting in Kedunggebang Village. In this case, the author focuses on the location of his research on two Integrated Service Posts (Posyandu), one Community Health Center (Puskesmas) in Tegaldlimo District, and the Kedunggebang Village Government institution.

1.5. *Research Informants*

The subjects in this study were government agencies that were responsible, namely the Kedunggebang Village Government an related agencies tasked with accelerating the reduction of stunting rates through the BTS program. The following is a table of informants involved as subjects in this study.

TABLE 2. Research Informant Data

| No. | Name | Position |
|-----|----------------------------|---------------------------------------------------------|
| 1 | Abdul Rahman | Head of Kedunggebang Village for the 2021-2027 period |
| 2 | dr. Masbuhin | Head of Tegaldlimo District Health Center UPT |
| 3 | Temy Dwi Susanti, A.Md.Keb | Midwife in Kedunggebang Village |
| 4 | Kunthi Sanid, A.Md.Gz | Tegaldlimo District Health Center Nutrition Coordinator |

¹⁰ Ajat Rukajat, *Qualitative Research Approach*, 1st edition, Deepublish Publisher, Yogyakarta, 2018, p. 15.

5 Sumartin

Head of Posyandu and PKK Kedunggebang Village

Source: *Author, 2022*

The informants in this study used a *purposive sampling technique*, namely a method of determining informants who were determined deliberately on the basis of certain criteria or considerations.¹¹ In this case, all informants are parties who are indeed authorized and involved in implementing the BTS program in the Kedunggebang Village area. With details, the main informant, namely 1 (one) Head of Kedunggebang Village. Then the key informants were 2 (two) health workers, namely one head of the Tegaldlimo District Health Center and one midwife for the Kedunggebang Village area. Finally, there were 2 (two) additional informants, namely one Nutrition Coordinator at the Tegaldlimo District Health Center and one Head of Posyandu and PKK in Kedunggebang Village.

1.6. Overview of the Research Framework

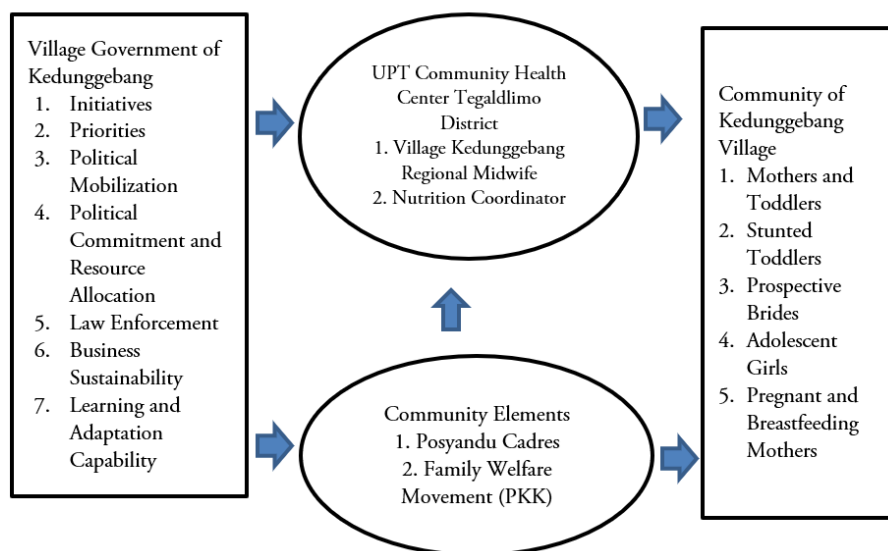


FIGURE 1. Research Framework

¹¹ Dian Isti Cahyani, Martha Irene Kartasurya, and Mohammad Zen Rahfiludin, "Community Movement for Healthy Living in the Perspective of Policy Implementation (Qualitative Study)", *Journal of Indonesian Public Health*, Vol. 15 No. 1, 2020, p. 10 <https://doi.org/10.26714/jkmi.15.1.2020.10-18>.

Source: *Author, 2022*

1.7. Data Types and Sources

1.7.1. Data Type

a. Primary data

Primary data is data obtained directly from research informants through an in-depth interview process which is used as the object of research regarding the *Political Will* of the Kedunggebang Village Government for the implementation of the BTS program in 2022.

b. Secondary Data

Secondary data is data obtained from literature and supporting documents, as well as references related to *the Political Will* of the Kedunggebang Village Government for the implementation of the BTS program in 2022.

1.7.2. Data source

The data that support this research were obtained from the following things, including; Information from informants (Kedunggebang Village Government, Tegaldlimo District Health Center, and Kedunggebang Village Posyandu), and Scientific Journals and Reports

1.8. Data collection method

In order to obtain the necessary data, the authors use two data collection techniques, namely;

a. Deep interview

The interview technique was carried out in field research, because it has specific advantages. Namely, the speed of obtaining the information needed by researchers, more convincing researchers that informants can interpret questions correctly, providing a large probability of natural flexibility in the process of asking questions, a lot of control that can be trained in the context of questions asked

and also the answers given, as well as information can more readily be checked for validity through nonverbal cues.

b. **Study of Document**

Documentation techniques are carried out through gathering information based on available documents from various agencies related to *the Political Will* of the Kedunggebang Village Government for the 2022 BTS program.

1.9. Data Analysis Technique

Basically, data analysis is the process of systematically searching for and compiling data from interviews, field notes, and other materials, so that the reading is easy to understand and the findings can be informed to others¹². Data analysis was carried out descriptively, namely describing and explaining the form of *Political Will* that had been carried out by the Kedunggebang Village Government for the implementation of the BTS program in 2022. The data analyzed was the result of direct observations and interviews which were then correlated qualitatively.

Then, the collected data will be grouped according to needs. In order to see data that can affect and influence the object under study¹³, by following the following procedure;

a. **Data reduction**

Data obtained from the field is still in the form of detailed narrative descriptions which will be difficult to classify if not reduced. In this case it is necessary to summarize the main things to focus on the things that will form the pattern. Thus, field reports that are still raw will be systematically shortened and reduced, making them easier to control.

b. **Data Display/Presentation**

Certain parts of the data that are examined in this study using graphs or research tables will be displayed systematically to support the presentation of the data. Meanwhile, the results of the interview will be displayed in the form of a brief description which is the main idea of the interview answer.

c. **Conclusion and Verification**

¹² Robert Bogdan and Steven J. Taylor, *Introduction to qualitative research methods : the search for meanings*, 2nd edition, John Wiley & Sons, New York, 1984, p.35.

¹³ Syamrudin Nasution, *Op. Cit.*, p.129.

This stage is to draw the final results from the presentation of the data and test the truth of the conclusions from the research with the *research questions* submitted at the beginning of the study.

C. Result and Discussion

1. General Conditions of Research Locations

Kedunggebang Village is one of the villages in Tegaldlimo District, Banyuwangi Regency. According to village data for 2021, this village has a population of 12,916 people divided into 48 Neighborhood Units (RT) and 6 Community Units (RW) in 3 hamlets (dusun), namely Damtelu, Krajan, and Kedungsumur Hamlets ¹⁴. This village is bordered by Sumberberas Village to the North, Wringinpitu and Tegaldlimo Villages to the West, Kedungwungu Village to the South, and Wringinputih Village to the East.

With regard to the status of the stunting rate, Kedunggebang Village was recorded to have 7 stunted toddlers in June 2022 as shown on Table 3.

TABLE 3. Cumulative Determinant Data on Stunting Toddlers

| Name | Age | Weight (kg) | Height (cm) | Score | Nutritional status |
|-----------|---------------------------|-------------|-------------|-------|--------------------|
| Toddler 1 | 3 years-5 months-26 days | 10 | 89 | -2.45 | Short |
| Toddler 2 | 3 years-4 months-10 days | 9.8 | 88 | -2.78 | Short |
| Toddler 3 | 2 years-9 months-18 days | 10 | 77 | -4.61 | Very short |
| Toddler 4 | 0 years-11 months-29 days | 9 | 67 | -3.66 | Very short |

¹⁴ Bayu Fitra Adrianto, "Kedunggebang Village Development Profile in 2021", Kedunggebang Village Government, Banyuwangi, 2021, p. 1.

| Name | Age | Weight (kg) | Height (cm) | Score | Nutritional status |
|-----------|-------------------------|-------------|-------------|------------------------|--------------------|
| Toddler 5 | 1 year-2 months-22 days | 7.2 | 73 | -2.33 | Short |
| Toddler 6 | 1 year-8 months-19 days | Not present | Not present | Following the May data | Very short |
| Toddler 7 | 2 years-5 months-4 days | Not present | Not present | Following the May data | Very short |

Source: *Nutrition Coordinator of Tegaldlimo Health Center (Puskesmas)* (data per June 2022)

Based on these data, it can be seen that Kedunggebang Village has a relatively small number of stunted children under five when compared to the total number of stunted children under five in Banyuwangi in 2022, namely 4371 children ¹⁵. However, it is still necessary to carry out more optimal nutrition and public health interventions for toddlers with indications of stunting.

2. Village Government Profile

Kedunggebang Village is a large village in the Tegaldlimo District led by Mr. Abdul Rahman as the village head who oversees 3 hamlets, namely Dusun Krajan, Damtelu and Kedungsumur. Mr. Abdul Rahman was just elected as Kedunggebang Village Head after winning the 2021 Village Head Election and was sworn in in December 2021. In the village government bureaucracy, the village head is assisted by the village secretary, namely Mr. Agus Riko Triono. Then there is the Village Consultative Body (BPD), Head of affairs, and Head of section. In implementing the BTS program, the Kedunggebang Village Government also collaborated with the Tegaldlimo District Health Center led by dr. Masbuhin. Then, in providing stunting reduction services, Mrs. Temy Dwi Susanti, A.Md.Keb., was assigned as a midwife

¹⁵ Description from dr. Masbuhin, Head of UPT Tegaldlimo Health Center. In June 2022, the percentage of the stunting rate in Banyuwangi Regency is 21%. This figure decreased compared to 2021 which amounted to 24%. In addition, according to the Tegaldlimo Health Center Nutrition Coordinator, Kunthi Sanid, A.Md.Gz., Kedunggebang Village will not collect stunting data in 2021, so the Kedunggebang Village stunting rate is unknown in that year and it does not have comparative data with the previous year.

for the Kedunggebang Village area and Mrs. Kunthi Sanid, A.Md. Gz., as the health center nutrition coordinator. In mobilizing the community through services at posyandu and PKK, Mrs. Sumartin is in charge of services at the posyandu in Kedunggebang Village.

3. The Political Will of the Village Government for the Implementation of the Banyuwangi Tanggap Stunting Program

The Political Will of the Kedunggebang Village Government for the implementation of the Banyuwangi Tanggap Stunting program in 2022 is analyzed through several indicators including:

3.1. Initiative of the Kedunggebang Village Government for the Implementation of the Banyuwangi Tanggap Stunting Program

The initiative of the Kedunggebang Village Government in implementing the Banyuwangi Tanggap Stunting program must be identified through the existence of a real innovative program initiated by the village government as the competent authority. However, according to answers from informants, the Kedunggebang Village Government does not have a real program or a special program at the village level regarding the implementation of the BTS program. The Kedunggebang village government only coordinates monthly with various parties related to stunting management, such as Posyandu cadres, village midwives, and the Tegaldlimo District Health Center. In accordance with the results of the author's interview with the Head of Kedunggebang Village, Mr. Abdul Rahman who said:

"The Kedunggebang Village Government's initiative is limited to forming a team to accelerate stunting reduction through cross-sectoral coordination and village meetings once a month."

However, it turns out that the team to accelerate the reduction of stunting rates has not been well organized, as further explained by Mr. Abdul Rahman;

"The formation of a team to accelerate stunting reduction or a task force/SATGAS is still in the planning and outreach stages. So there is no jump and organization. Only Posyandu cadres are engaged in this matter".

Thus it can be seen that so far the Kedunggebang Village Government has not had the initiative to trigger an original village innovative program. Nonetheless, the Kedunggebang Village Government provides a fast and responsive response to every coordination and reporting of service data to accelerate the reduction of stunting rates. This was confirmed by the information provided by the Kedunggebang Village Midwife, Ms. Temy Dwi Susanti, A.Md.Keb .;

"In terms of coordination with the Kedunggebang Village Government, we did not encounter any bureaucratic obstacles or obstacles. The Kedunggebang Village Government is responsive and actively supports the BTS program to prevent and reduce stunting rates in the Kedunggebang Village area.

In fact, an innovative program to support the BTS program came from the Tegaldlimo District Health Center UPT, namely the Flower Branch Program. In this case, the Head of UPT Tegaldlimo District Health Center, dr. Masbuhin, explained about the Branch Interest Program;

An innovation from the Tegaldlimo District Health Center is the Flower Branch Program. Namely, the Google spreadsheet application which contains data related to the measurement of stunting toddlers in the working area of the Tegaldlimo District Health Center. This program was launched as an answer to the poor communication between Posyandu cadres and Puskesmas staff in terms of data recording and measurement. Thus, it is necessary to have a means that can validate the data.

In this case, it is the Tegaldlimo District Health Center that is in accordance with its duties, principals and functions to provide services and monitor stunting in its working area. However, the Village

Government as the authority holder should be able to provide original village program initiatives to accelerate the reduction of stunting rates. This is because it is a village-scale local authority, as stipulated in Article 10 letter c of the Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration of the Republic of Indonesia Number 1 of 2015 concerning Guidelines for Authority Based on Origin Rights and Village-Scale Local Authority.

3.2. Priority Choice of Kedunggebang Village Government Policy for the Implementation of the Banyuwangi Tanggap Stunting Program

The seriousness of the village government in implementing a policy program can be seen from the priority placement of policy programs allocated funds, both from the APBDes and the Village Fund. Or it can be referred to as government spending in implementing policies. In this case, the Head of Kedunggebang Village, Mr. Abdul Rahman, gave a statement regarding the order of priority spending for the Kedunggebang Village Government in 2022, as follows:

The priority for handling stunting is in second place. Thus, accelerating the reduction of stunting also receives service and funding priority from the village government.

However, in this case, the authors found differences in information between the information from the Kedunggebang Village Head and the 2022 Kedunggebang Village Government Expenditure Priority Data presented through large banners/billboards published by the Kedunggebang Village Government which were displayed at several points in Kedunggebang Village. The billboard contains the order of spending priorities for the Kedunggebang Village Government in 2022. The following are the differences that the author has encountered;

TABLE 4. Differences in Information on Village Government Expenditure Priorities for 2022

| No. | According to the Head of Kedunggebang Village | According to Billboard Information published by the Kedunggebang Village Government |
|-----|------------------------------------------------|-------------------------------------------------------------------------------------|
| 1. | Implementation of Village Physical Development | Implementation of Village Government |
| 2. | Community Health Service | Implementation of Village Physical Development |
| 3. | Empowerment of Communities and Business Groups | Village Community Development |
| 4. | Development of Arts and Religious Groups | Village Community Empowerment |
| 5. | Implementation of Village Government | Disaster Management, Emergencies and Urgent Villages |

Source: *Authors, 2022*

Referring to the difference in information conveyed by the Head of Kedunggebang Village and the results of the transparency of the village government spending plan published by the Kedunggebang Village Government, it has been proven that the Kedunggebang Village Government has not prioritized accelerating the reduction in the stunting rate in the BTS program in writing in the official village government spending plan. Because it turns out that the community health services that the Head of Kedunggebang Village said were in second place, were actually not listed at all in the village government's spending plan.

Even so, it does not mean that the Kedunggebang Village Government does not provide public health services at all. In this case, the Kedunggebang Village Posyandu and PKK Cadre Movers, Ms. Sumartin, stated that the Kedunggebang Village Government is active in providing community health services through the active role of the Toddler Posyandu which is routinely held every month in providing integrated health and nutrition services for the people of Kedunggebang Village. As well as the role of Family Welfare Empowerment (PKK) as a driving force and extension of health policy to the community. The following is his narrative;

Posyandu cadres are present as an extension of the Village Government in providing integrated services to the community. Posyandu cadres are also at the forefront of the

BTS program through their role as the operator of the Bunga Twig Program application which bridges data collection from the Posyandu to the sub-district Health Center. In addition, the PKK also acts as a community mobilizer to participate in the BTS program. PKK also monitors people who are indicated to have stunted toddlers.

So, it can be understood that the Kedunggebang Village Government continues to pay special attention to the implementation of the BTS program through the role of Posyandu and PKK Cadres. Although in writing there is no priority for public health service programs in the village government spending plan.

3.3. Mobilization of Political Support from the Kedunggebang Village Government for the Implementation of the Banyuwangi Tanggap Stunting Program

The village head as the head of the village government should be able to encourage all components of the village government and elements of society to participate in the success of the BTS program. In this case, the Head of Kedunggebang Village mobilized village officials and community elements through cross-sectoral coordination with related parties. However, this has not been followed up through the establishment of the Task Force for the Acceleration of Stunting Reduction in Kedunggebang Village. Even though this is important to do as a concrete form of mobilizing political support for the Kedunggebang Village Government for the implementation of the BTS program.

However, in this case, the Tegaldlimo District Health Center has mobilized more village officials and community elements in its working area through centralized data collection on the application of the twig interest program. As stated by the Head of UPT Tegaldlimo District Health Center, dr. Masbuhin;

The mobilization carried out by the Puskesmas is through cross-sectoral coordination to be able to validate the stunting toddler data that has been collected by the Posyandu cadres.

Then the Community Health Center also sent village midwives to carry out nutrition counseling, health promotion, and also the Supplementary Feeding Program (PMT).

Likewise the statement of the Kedunggebang Village Regional Midwife, Mrs. Temy Dwi Susanti, A.Md.Keb., who gave a statement that the Tegaldlimo District Health Center mobilized various elements of society and government institutions to participate in the BTS program in Kedunggebang Village in an integrated manner:

“Puskesmas mobilizes the community and government together and integrated to support the BTS program from upstream to downstream. Starting from the age of young women who are given iron tablets to prevent anemia. Then provide pre-marital counseling to prospective brides three months before the wedding, in collaboration with BKKBN through the ElSimil application (Electronic Ready for Marriage and Pregnancy). In addition, religious extension workers from the Ministry of Religion were deployed so that they could provide an understanding of religious-based public health to the community. Then, when the pregnancy period arrives, monitoring is carried out through the Sayang Bunda application, which contains the nutritional and health status of pregnant women. And finally, when the baby is born, it will be monitored with posyandu services and data collection on the flower branch program.

In this case, the Tegaldlimo District Health Center provided greater mobilization of support than that provided by the Kedunggebang Village Government. Even though during this mobilization, the Puskesmas used too many applications to monitor and prevent stunting from upstream to downstream. Seeing these problems, the Kedunggebang Village Government should be able to more actively mobilize various government agencies, starting from the Education Office, the Ministry of Religion, and the BKKBN to make the BTS program successful in Kedunggebang Village. Or you can also provide stunting prevention digital site services through one integrated site. Namely, uniting all existing applications in one digital village site. This makes it easier to fill in data in stages and integrated.

3.4. Public Commitment and Resource Allocation of the Kedunggebang Village Government for the Implementation of the Banyuwangi Tanggap Stunting Program

The commitment of the Kedunggebang Village Government can be seen from the active implementation of the Toddler Posyandu which is carried out every month, both at the Posyandu and at the Village Hall Pendapa. However, this commitment is not that strong, considering that public health services are not included in the spending priorities of the Kedunggebang Village Government in 2022. Then, regarding the allocation of resources, in this case the budget, the Head of Kedunggebang Village, Mr. Abdul Rahman, gave the following statement:

The allocation of funds for the implementation of the BTS program is in accordance with the priorities and needs that have been planned in the annual budget plan. The funding source can also come from village funds.

The Head of Kedunggebang Village did not mention the nominal figure or percentage of the village budget devoted to stunting. Thus, this proves that the funding for the BTS program is not formally budgeted in pure village spending income. Thus, it can be concluded that the indicators for providing budget allocations have not been prioritized compared to plans for other village development activities. Even though according to Article 6 paragraph (2) letter d of the Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration of the Republic of Indonesia Number 7 of 2021 Concerning Priorities for Using Village Funds for 2022 states that one of the priorities for using village funds for 2022 is stunting prevention. So in this case, the Kedunggebang Village Government should be able to adjust village development funding priorities in accordance with the mandate of the applicable laws and regulations, while still paying attention to village needs.

The allocation of resources for the BTS program has been intensified by the Tegaldlimo District Health Center UPT. In this case,

the Tegaldlimo District Health Center Nutrition Coordinator, Ms. Kunthi Sanid, A.Md.Gz., provided an explanation regarding the allocation of resources made by the Tegaldlimo District Health Center UPT in supporting the BTS program:

The allocation of resources made by the Tegaldlimo District Health Center UPT is through the distribution of PMT to each Posyandu and the village government in the working area of the Health Center. Then, in accordance with the directions of the BTS program, the Tegaldlimo District Health Center distributed food supplements for toddlers' weight gain, in the form of "Taburia" brand food powder and biscuits.

In procuring PMT and supplements, UPT Tegaldlimo District Health Center collaborates with MSMEs in Banyuwangi Regency through *marketplace applications* such as shoppee for shopping for PMT on beautiful shoppee dates. Thus, it can be understood that the allocation of resources made by the Tegaldlimo District Health Center UPT is much larger than that carried out by the Kedunggebang Village Government. This shows that the Kedunggebang Village Government's *Political Will is still low* regarding the allocation of resources in supporting the BTS program. In fact, with the authority possessed by the Kedunggebang Village Government, it should be able to allocate resources, both human resources through the establishment of the Task Force for the Acceleration of Stunting Reduction Rates, as well as involving MSMEs or Joint Business Groups (KUB) under the supervision of the Kedunggebang Village Government to conduct PMT spending internally in Kedunggebang village area.

3.5. Law Enforcement Conducted by the Kedunggebang Village Government Against the Implementation of the Banyuwangi Tanggap Stunting Program

Law enforcement in this case is how the village government is able to provide legal certainty for the program to accelerate the reduction of stunting/BTS rates through promulgation of legal

products, such as village regulations/perdes or policy regulations such as circular letters/SE from the village head. In this case, the Head of Kedunggebang Village, Mr. Abdul Rahman stated that Kedunggebang Village does not yet have a legal product related to the acceleration of stunting reduction, either in the form of Perdes or SE. So far, it has only relied on coordination, verbal appeals, mobile broadcasts using the Puskesmas car, as well as the installation of banners inviting community participation to implement the BTS program.

In fact, according to Article 26 paragraph (3) letter b of Law Number 6 of 2014 Concerning Villages, it is stated that one of the rights of the village head is to submit drafts and establish village regulations. From this article it can be clearly understood that the village head has the authority to form village regulations related to issues that should be deemed necessary to be regulated in a written regulation in order to create legal certainty and sustainability of policies through a legislated policy framework. In this case, the Head of Kedunggebang Village has not shown his *Political Will* in law enforcement and promulgation of legal products related to the handling of stunting in the village area. Even though juridically, it is clear that the village head has this authority which will be very useless if it is not used to form village regulations regarding the handling of stunting.

3.6. Continuation of Programs Conducted by the Kedunggebang Village Government for the Implementation of the Banyuwangi Tanggap Stunting Program

The implementation of policies that are carried out temporarily or only in one or two episodes is a feature of weak and unsustainable political will. This is in line with the information that the author obtained from the Kedunggebang Village Head informant who stated that there was no strategic mapping regarding a sustainable public health policy model. Both in the form of pouring out programs in the Village Medium-Term Development Plan/RPJMDes, as well as enacting village regulations related to public health services. In this case, the Kedunggebang Village Government supports the acceleration of stunting reduction because the Banyuwangi Regency Government, as the superior of the Kedunggebang Village Government, is intensifying

the BTS program. So it is feared that if the BTS program stops being promoted by the Banyuwangi Regency Government, the prevention and reduction of stunting rates in the Kedunggebang Village area will also end. Especially if there is no formal institutionalization of policies by the Kedunggebang Village Government.

However, the Head of Kedunggebang Village, Mr. Abdul Rahman, gave a statement that his government would continue to support the continuation of community nutrition service businesses such as this BTS: "*The Kedunggebang Village Government will try to consistently support public health service programs like this.*"

The statement by the Head of Kedunggebang Village did not specify and detail the form of support that would be provided for the continuation of the community health service business. This shows that the Kedunggebang Village Government does not yet have a strong *Political Will in supporting the sustainability of community health service businesses*. In this case, the Kedunggebang Village Government should be able to provide legal certainty through enacting village regulations regarding public health services, placing health policy priorities in the RPJMDes, collaborating with community organizations both inside and outside the village to collaborate in improving the quality of public health services, and providing funding allocations multi-year period for the program to ensure that the program will actually work, even though the village government regime changes each period. In other words, the Kedunggebang Village Government has not provided legal certainty regarding the implementation of public health policies.

3.7. Learning and Adaptation of the Kedunggebang Village Government to the Implementation of the Banyuwangi Tanggap Stunting Program

The willingness to learn and increase knowledge about community health and nutrition issues by the Kedunggebang Village Government is still limited. In this case, the Kedunggebang Village Government places more burden on the problem of handling stunting on the parties under it, such as Posyandu Cadres, or waiting for directions from the Tegaldlimo District Health Center UPT. Even so, learning and adapting activities are mostly carried out by the people of Kedunggebang Village, especially mothers of toddlers who are Posyandu

participants. This can be seen from the enthusiasm of the participants when attending the toddler weigh-in at the Posyandu, Ms. Sumartin, as one of the Posyandu cadres of Kedunggebang Village, gave a statement supporting this condition;

“The attendance of mothers and toddlers at the Posyandu in Kedunggebang Village is very high, namely around 80% attendance in one month. This shows quite high enthusiasm from mothers and toddlers about the dangers of stunting. Because indeed, parents of toddlers also do not want and will not accept if their child is indicated to be stunted. So, they are enthusiastic about bringing their toddlers to be served at Posyandu ”.

From this information, it has shown a picture of quite high nutritional awareness/literacy among mothers as parents of toddlers in Kedunggebang Village. This can also be observed from the activeness of mothers in seeking information related to maternal and child health from village midwives and Posyandu cadres. In this case, the Kedunggebang Village Regional Midwife, Mrs. Temy Dwi Susanti, A.Md.Keb., stated;

“The village midwife has a whatsapp group consisting of Posyandu cadres and mothers with toddlers. The mothers in the group were very active in seeking knowledge about the nutrition of mothers and toddlers. In addition, now mothers who are nutritionally literate are able to adapt to new habits in providing optimal nutritional intake for toddlers to prevent stunting. Namely, by adjusting the diet and menu of nutritious foods, such as steamed rice, vegetable broth, and others.

Based on this information, the condition of nutritional literacy is of course also followed by the adaptation of new habits for mothers in providing food menus and also providing proper parenting for toddlers to prevent stunting. However, the nutritional literacy rate is not evenly shared by all the people of Kedunggebang Village. Both the Midwife for the Kedunggebang Village Area, Mrs. Temy Dwi Susanti,

A.Md.Keb., and also the Nutrition Coordinator of the UPT Tegaldlimo District Health Center, Mrs. Kunthi Sanid, A.Md.Gz., gave a uniform statement, namely as follows:

"That the community's economic factors are directly proportional to the condition of nutritional literacy. When people are economically deprived, automatic menu choices for balanced nutritional intake become difficult for toddlers. Therefore, the Puskesmas and Posyandu are required to provide health interventions by conducting home visits to check the socio-economic conditions of families of toddlers. There is also, providing proper parenting counseling to parents of toddlers, if their economic conditions are capable. This is because many stunted toddlers are found, even though their families are able to provide a nutritious food menu. So, what is problematic is the family's upbringing of the nutritional intake of toddlers.

The health interventions carried out by the Puskesmas and Posyandu were also supported by good adaptation efforts from Posyandu cadres and health workers from the Puskesmas. In this case, the Posyandu cadre of Kedunggebang Village, Ms. Sumartin explained the forms of adaptation supported by the Posyandu cadres:

"Posyandu cadres are now more enthusiastic about providing services, because they are given rewards if they succeed in providing maximum service. The existence of these incentives is able to improve the performance of Posyandu Cadres in Kedunggebang Village. In addition, monthly training and skill development is held for toddler weighing, recording weighing data, and counseling on nutrition and public health. It is hoped that the ability of the Posyandu cadres to provide optimal services.

Thus, learning and adapting activities in implementing programs to accelerate stunting reduction through BTS are mostly carried out in a *bottom-up manner*. Namely, where community elements outside the internal Kedunggebang Village Government are more active

in participating in the BTS program. This shows that the Kedunggebang Village Government has relatively little *Political Will in learning and adapting to the BTS program*. Supposedly, the Kedunggebang Village Government conducts a series of evaluations with certain standards to measure the success of implementing the BTS program in Kedunggebang Village. This is useful for monitoring the progress of public services provided by the Kedunggebang Village Government and also useful as a basis for making evidence- *based policies* in designing policies for the next period.

4. Village Government Obstacles to the Implementation of the Banyuwangi Tanggap Stunting Program

In the implementation of the policy will definitely experience obstacles. The obstacles to implementing the BTS program are no exception. In practice, efforts to accelerate the reduction of stunting rates in Kedunggebang Village can still run optimally, marked by the low number of stunted toddlers in Kedunggebang Village, even though in real terms the Kedunggebang Village Government is relatively passive in providing public service innovations. This can be counted as hampering the implementation of the BTS program more optimally in Kedunggebang Village. In addition, there are still other obstacles, including;

4.1. Lack of Political Will from Kedunggebang Village Government

The analysis that has been carried out through the seven indicators measuring *political will* according to Brinkerhoff's theory which has been described in the previous chapter has clearly provided a clear picture and strong evidence of the weak political will of the Kedunggebang Village Government. The results of the analysis have shown that the Kedunggebang Village Government is more passive in providing innovation and public services, that is, it waits more for directions or requests from related agencies and prefers to use derivative programs from the Central and Regional Governments in implementing programs, instead of triggering village original innovation program. Even though this is the local authority of the village government which can be used to address social problems that

exist in the village. But fortunately, the Kedunggebang Village Government was responsive and cooperative in every step of implementing the BTS program. Thus, the BTS program in Kedunggebang Village can be considered optimal.

4.2. Emptiness of Legal Product as the Basis for Implementing Kedunggebang Village Government Policies

The results of the author's observations on the bureaucratic structure of the Kedunggebang Village Government show that the policies of the Kedunggebang Village Government regarding the implementation of the BTS program tend to be spontaneous based on the results of cross-sectoral coordination. In this case, instead of legislating village regulations or making policy circulars together with the Village Consultative Body (BPD), the Kedunggebang Village Government actually uses more coordination or deliberations with related parties. Indeed, in the short term, this shortens the time for policy making. However, it is dangerous in the long run. This is because there is no legal certainty that the program will continue to be implemented, especially when the period of village government leadership has changed regimes. In addition, there is the potential for policy deviation or inaccuracy in policy objectives due to the absence of clear standards or benchmarks for achieving policy implementation. Therefore, the Kedunggebang Village Government should be able to start drafting village regulations, both related to public health services, and for a variety of other policy options. Because basically, all government policies must be based on laws that are legislated through statutory regulations to ensure legal certainty¹⁶.

4.3. Lack of Funding Allocations from the Kedunggebang Village Government

The reluctance of the Head of Kedunggebang Village to state or detail the nominal amount and percentage of village government

¹⁶ This is known as the theory of legal certainty, legal certainty is a guarantee that the law is enforced, that those entitled according to law can obtain their rights and that decisions can be implemented. For further discussion, see: Sudikno Mertokusumo, *Know the Law*, Liberty, Yogyakarta, 2007, p.160.

funding allocations for accelerating stunting reduction indicates that formal budgetary allocations for accelerating stunting reduction in Kedunggebang Village have not been carried out. In addition, the authors also did not find information on government spending priorities related to accelerating stunting reduction from the transparency banner for spending allocations for the Kedunggebang Village Government in 2022. In this case, transparency documents for village budget allocations are very difficult to obtain and are not widely publicized. In fact, Article 11 paragraph (2) of Presidential Regulation Number 72 of 2021 concerning Accelerating the Reduction of Stunting, has mandated that the village government should prioritize village funds to support the acceleration of stunting reduction, which in this case is through the BTS program. Therefore, the Kedunggebang Village Government should be able to allocate village funds to support the implementation of BTS and be displayed to the public as a transparency and monitoring effort. Thus, there are *checks and balances* for the implementation of the BTS program in terms of funding.

4.4. Lack of Human Resources Quantity to Participating in the BTS Program

The lack of human resources, both health workers/health workers from the Tegaldlimo District Health Center UPT and/or Kedunggebang Village Posyandu Cadres, was also an obstacle in the implementation of the BTS program in Kedunggebang Village. This was stated by the Head of UPT Tegaldlimo District Health Center, dr. Masbuhin, namely;

"The lack of human resources from the Tegaldlimo District Health Center UPT has hampered the implementation of the BTS program a bit, because the Tegaldlimo District Health Center workers also have to run a COVID-19 pandemic handling program through accelerated booster vaccinations. In addition, miscommunication often occurs between Tegaldlimo District Health Center staff and Posyandu cadres in the villages. This resulted in measurement errors for toddlers which indicated stunting, making it difficult for the data validation process.

Even so, the Tegaldlimo District Health Center was able to accelerate the reduction of stunting and booster vaccinations simultaneously. This is supported by the innovation of the twig flower program which makes it easier to record data in *real time, by name, and by address*.

4.5. *Low Economic Welfare which is Directly Proportioned to Nutrition Literacy Rate*

Stunting can occur if the nutritional intake received by toddlers is insufficient and causes failure to thrive. In this case, it is closely related to the economic ability of a toddler's family to provide a nutritious food menu for toddlers. Therefore, intervention must be carried out, not only in terms of health, but also economically. The Kedunggebang Village Midwife, Mrs. Temy Dwi Susanti, A.Md.Keb., stated that home visits had been conducted to provide direct services for Posyandu participants who were unable to attend the Posyandu. Then, giving PMT to improve the nutritional status of these toddlers

D. Conclusion

1. Research Findings

Based on the results of the analysis that has been described, the authors conclude that *the Political Will* of the Kedunggebang Village Government for the implementation of the 2022 BTS program is still very low and lacking, in fact almost non-existent. There are several indicators that the author uses as a reference to measure quantities *The Political Will* of the Kedunggebang Village Government for the implementation of the BTS program in 2022, namely the low initiative of the Kedunggebang Village Government. Where the Kedunggebang Village Government does not have a real program or a special program native to the village related to accelerating the reduction of stunting which supports the implementation of the BTS program in 2022. The Kedunggebang Village Government only coordinates with the Tegaldlimo District Health Center UPT and Kedunggebang Village Posyandu Cadres as a form of stunting reduction policy. Even though the coordination has not been maximized, there is no initiative to trigger an original village program. In terms of priorities, there is no implied priority to reduce stunting. In terms of mobilizing political support, it is only limited to cross-sectoral coordination, without the formation of a more essential Task Force. In terms of public commitment and

resource allocation, the allocation of village funds has not yet been prioritized to accelerate the reduction of stunting. In terms of law enforcement, there are absolutely no written regulations as the basis for village government policies. In terms of business continuity, the Kedunggebang Village Government claims to support it, but has not been able to show what form of support will be provided to maintain the sustainability of the program. And in terms of learning and adaptation, the Kedunggebang Village Government has not yet conducted a policy evaluation to measure the progress of the BTS program in Kedunggebang Village.

In addition, there are several factors inhibiting the implementation of the BTS program in Kedunggebang Village, namely First, the lack of *Political Will* from the Kedunggebang Village Government, especially in terms of program innovation. Second, the absence of legal products as the basis for village government policies. Third, the low allocation of funding from village funds and the lack of transparency in policy funding. Fourth, the lack of expert human resources, both from the Kedunggebang Village Government, Tegaldlimo District Health Center UPT, and Kedunggebang Village Posyandu Cadres. Fifth, the low economic welfare of the people of Kedunggebang Village which is directly proportional to the nutritional literacy rate.

2. Recommendation

Based on the conclusions above, the authors recommend related parties as evaluative, innovative and solutive learning materials for the sustainability of the BTS program or other public health service programs. Following are the recommendations:

- 1) The Kedunggebang Village Government must be more courageous in innovating in designing public policies. Even though there has been a master program from the regional or central government. Because juridically, the village government has the authority to make village original programs as a form of local village authority. This innovation does not have to be *top-down* /from the village government, but can also be *bottom-up* /from suggestions from community elements which are facilitated through cross-sectoral coordination.

- 2) The Kedunggebang Village Government must realize the importance of legal certainty in making public policies. This must be realized through Village Regulation /Perdes legislation . Therefore, coordination with the BPD is needed to design Village Regulations or Village Head Circular Letters that are useful as the basis for any policy-making by the village government. Because legally, the village head has the right and authority to make village regulations.
- 3) The Kedunggebang Village Government must prioritize transparency regarding village policy funding. It should also be able to place priority on policy targets in accordance with the applicable laws and regulations.
- 4) The Kedunggebang Village Government must be able to monitor the progress of public policies through periodic evaluations which will serve as the basis for the continuation of subsequent policies.

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