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# The Role of Multi-Stakeholder Integration in Health Development Communication at Posyandu (POSGA) Services

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**ABSTRACT**

Posyandu Keluarga (POSGA) is an integrated basic health service program implemented by the Surabaya City Government through Mayor Regulation Number 59 of 2023 as part of community health development efforts. This research aims to analyze how health education in POSGA services is implemented as a development communication practice in Pacar Kembang Village, Surabaya. Using a qualitative method with in-depth interviews with Surabaya Hebat Cadres (KSH), health workers, village officials, and POSGA participants, this research is analyzed through the theories of Development Communication by Servaes, Interpersonal Communicationby De Vito, Social Penetration by Altman & Taylor, and Diffusion of Innovation by Rogers. The results show that POSGA implements a *structured participation* model integrating formal regulations with active participation of KSH as a *change agent*. Empathetic Interpersonal Communicationgradually builds residents' trust, although the innovation adoption process varies among individuals. Resident resistance is the main barrier, yet it drives participatory communication innovations such as the Dasi Anting program.

## INTRODUCTION

Integrated Health Service Posts, commonly known as posyandu, are a type of community-based health initiative (UKBM) (Hakim, 2023) . The primary function of posyandu is to provide the community with access to nearby health services. As a community-based service program, posyandu functions not only as a health center but also as a social space for communication that encourages community involvement (Valencia & Widiyarta, 2025) . Posyandu has not yet fully addressed health issues in urban areas, which require information access that must reach all age groups and be distributed across all regions. As one of the largest industrial cities, Surabaya has introduced an innovation by establishing family-based Posyandu as a solution to ensure health access that reaches pregnant women, infants, the working-age population, and the elderly (Elaine, 2024) .

The family health post is operated with the assistance of the Surabaya Hebat Volunteers (KSH), who serve as community health workers to help residents with nutrition guidance, health record-keeping, and health education. The Surabaya Hebat cadres are not assisted by health workers from community health centers (puskesmas) in providing health education as experts in their respective fields (Arum, 2024) . The mentoring program is provided as a means to help the community become more open to health issues and take the initiative in recognizing the importance of family health (Fauzi & Suprobowati, 2023) . Another program led by the "Surabaya Hebat" cadres in collaboration with community health centers is R1N1, or "one house, one health worker," which is managed by the sub-district office as the coordinator of the Posyandu service program to help eliminate stunting (Kirana et al., 2025) .

From the perspective of development communication, community participation is closely linked to building health and improving the quality of human life. This is because communication that takes place through dialogue and in a two-way manner can enhance mutual understanding and perspectives (Ayu et al., 2021) . Therefore, the Surabaya City government strives to integrate the posyandu program to reach all segments of society by connecting sub-districts, community health centers, and the "Surabaya Hebat" cadres to engage the community. Thus, posyandu can be considered an extension of the government in the health sector, serving as an early prevention effort to drive social change (Allyreza et al., 2023) .

This study is interesting because existing research on posyandu as a venue for health monitoring has primarily focused on the perspective of health science. Meanwhile, the interactions that occur during the implementation of posyandu programs and community participation in these programs from a communication perspective have not been extensively explored. Conceptually, development communication is not only understood as the process of conveying messages from a communicator to an audience, but also as a process of exchanging meaning that enables social change through active interaction with the community (Hadiyanto, 2008) .

Posyandu plays a key role in providing a space for interaction that enables change within the community (Malik et al., 2022) . The emotional bond formed between the "Surabaya Hebat" volunteers and community members during Posyandu sessions can be a factor that boosts community participation (Keikazeria & Ngare, 2021) . Therefore, further exploration of health education for the community is necessary. Therefore, this study will focus on communication aspects, such as how health education is delivered,

## LITERATURE REVIEW

### *Health Communication Strategies*

A strategy is a systematically designed plan and set of steps to achieve specific objectives effectively and efficiently (Najib & Claretta, 2026) . A strategy is not merely limited to planning but also encompasses actions selected based on the conditions and factors influencing its implementation. In the context of communication, a communication strategy is understood as a plan to influence behavioral change through the dissemination of ideas or information by utilizing the elements of the message, the medium, and the message recipient (Madiniah et al., 2024) . Meanwhile, health communication is the process of conveying health information that involves communicators, media, messages, and community culture to increase knowledge, awareness, and encourage behavioral change toward a healthy lifestyle (Putri & Arif, 2021) . Therefore, health communication strategies are a crucial factor in supporting the success of community development programs. In the context of this study, the communication strategy serves to minimize the risk of failure in disseminating health information during Posyandu activities.

A health Communication Strategy consists of four stages: research, planning, execution, and evaluation. The research stage is conducted to identify community issues and needs, while planning focuses on determining objectives, messages, communicators, and target audiences. The execution stage involves implementing the developed strategy, while evaluation aims to assess the strategy's effectiveness, measure the impact of messages, and serve as the basis for future program improvements. Through these stages, health communication can operate more effectively in achieving public health development goals (Butar et al., 2022) .

### *Participatory Development Communication*

Participatory development communication has evolved from the concepts of development and community empowerment within the context of global development (Syamsudin, 2025) . Participatory Development Communication positions the community as the primary actor actively involved in planning, implementation, and evaluation of programs (Sulistiani, 2021) . This approach views communication not merely as a linear transmission of information, but as a dialogic process that enables the exchange of messages, shared learning, and the search for solutions to community development needs. Furthermore, Participatory Development Communication takes into account social, cultural, and community experiential aspects and utilizes various media to facilitate dialogue among stakeholders, thereby fostering critical awareness and

sustainable social change (Pujilestari et al., 2025). Participatory development communication theory is used as a framework to analyze the roles of each component of the Posyandu in disseminating or receiving information regarding Posyandu activities.

### *Behavioral Change*

Human behavior is a form of individual interaction with the environment that is reflected through attitudes and actions. Behavior can be overt, that is, visible in concrete actions, or covert, in the form of a passive response to a stimulus. Human behavior is influenced by motivations that drive individuals to fulfill their needs. Human needs are organized into five levels: physiological needs, safety needs, love and belonging needs, self-esteem needs, and self-actualization needs. These five needs are interrelated and serve as drivers for individuals to act and adapt to their environment (Wirawan et al., 2023) .

From the perspective of Innovation Diffusion, humans are viewed as individuals capable of acquiring information, building understanding, and assessing the suitability of innovations to their needs. In this study, behavioral change is observed in how the community receives information that will subsequently be implemented in daily life.. Communication plays a crucial role in the process of Behavioral Change through the dissemination of information and social interaction. Rogers (2008) explains that innovation adoption occurs through five stages: Knowledge, Persuasion, Decision, Implementation, and Confirmation. Through these stages, individuals determine whether an innovation will be accepted, adopted, and maintained in daily life (Hasan, 2020) .

### *Interpersonal Communication*

Interpersonal Communication is the process of exchanging messages directly, both verbally and nonverbally, which aims not only to convey information but also to build meaning and relationships between individuals. According to (2004) , Interpersonal Communication is influenced by psychological, social, physical, and temporal contexts, and is determined by five key characteristics: openness, empathy, a supportive attitude, a positive attitude, and equality. These characteristics enable effective interactions, build trust, and minimize misunderstandings. Furthermore, Interpersonal Communication serves informative, relational, expressive, and persuasive functions that play a role in the exchange of knowledge, the formation of social relationships, the expression of emotions, and changes in attitudes and behavior. Thus, Interpersonal Communication theory asserts that communication is a dynamic process that facilitates mutual understanding and strengthens social relationships in various life contexts (Tsurayya, 2022) . This communication between health volunteers and the community serves as the focal point for sustained interaction in disseminating health-related information available at the posyandu.

### *Social Penetration*

Social Penetration Theory explains that interpersonal relationships develop gradually through a process of increasingly extensive and deep *self-disclosure*. Relationship development is influenced by the benefits and costs individuals perceive in their interactions. This theory likens relationships to layers of an onion, where individuals gradually reveal information ranging from the general to the highly personal. The breadth of information refers to the number of topics discussed, while depth refers to the level of intimacy of the information shared; conversely, a narrowing of these two aspects can lead to *depenetration* or a regression in the relationship. The closeness observed at the posyandu sistems not merely from the community's willingness to share personal information, but also from the emotional bonds forged through their ongoing participation in the post's activities. Altman and Taylor divide relationship development into four stages: orientation, active exploration exchange, affective exchange, and stable exchange, which indicate increasing closeness, trust, and commitment between individuals. However, the speed of transition between stages varies among individuals due to differences in adaptive ability and the dynamics of the relationship that have formed (Kustiawan et al., 2022) .

## METHOD

This study employs a qualitative descriptive approach utilizing in-depth interviews to gain a profound understanding of the meanings, behaviors,

and communication patterns within Posyandu services, without researcher intervention. This approach enables the exploration of informants' experiences, perceptions, and interpretations regarding health communication practices through inductive and contextual data analysis, rather than hypothesis testing. The collected data are analyzed using the Miles and Huberman technique comprising data reduction, data display, and conclusion drawing to ensure findings are presented systematically and meaningfully. To ensure data validity, the study employs source triangulation by comparing and confirming information obtained from four informant groups, Surabaya Hebat Cadres, Community Health Center (Puskesmas) personnel, sub-district officials, and POSGA participants thereby ensuring the resulting findings reflect diverse perspectives and are academically sound. The research is grounded in the constructivist paradigm, which views social reality as the result of individual construction through social interaction. In-depth interviews were conducted with various Posyandu stakeholders, including village officials, community health centers (puskesmas), the "Kader Surabaya Hebat" (KSH), and participating mothers as information recipients, enabling the study to comprehensively depict the communication dynamics occurring in the field (Sugiyono & Lestari, 2021) .

### *Research Location and Duration*

This study was conducted in the city of Surabaya, focusing on Posyandu 2 Pacar Kembang as the primary research site. This location was selected based on its role as a pioneer in the implementation of POSGA in Surabaya and its achievements in providing the best stunting prevention education during the 2022–2024 period. Additionally, Pacar Kembang Village and Pacar Keling Community Health Center were included as research sites due to their crucial role in supporting health services at Posyandu 2 Pacar Kembang. The research process spanned approximately one month to gather in-depth, relevant data aligned with the study's objective.

## RESULTS

### *Pacar Kembang Family Health Post*

Pacar Kembang Village is one of the villages in Tambaksari Subdistrict, Surabaya City, with an area of approximately 430,000 hectares, comprising 11 RWs and 112 RTs, and home to around 40,000 residents. As a public service agency, the village not only performs population administration functions but also plays a role in community empowerment in the social and economic sectors. In the context of health development, Pacar Kembang Village is one of the areas implementing the Family Health Post (POSGA) program as an effort to improve the quality of community health in an integrated manner.

The Pacar Kembang Family Health Post is a community-based health service held monthly at the neighborhood (RW) and sub-district (kelurahan) levels, targeting all age groups, from toddlers to the elderly. This health post has been in operation since 2009 and has undergone a transformation.into Family Health Posts. Currently, there are 11 Family Health Posts (POSGA) spread across each RW, offering services such as weighing, height measurement, immunization, blood pressure checks, and blood sugar screenings. The operation of these POSGA is supported by approximately 300 Surabaya Great Cadres (KSH), who serve as the frontline of health communication, along with active coordination from the sub-district office and community health centers. Additionally, various innovative programs such as "DASI STUNTING," vitamin distribution, and routine health checkups have contributed to Pacar Kembang Subdistrict's success in reducing stunting rates, earning it the award for the best stunting reduction in 2024.

### Informants

This study involved eleven informants as primary data sources, obtained through in-depth interviews. The selection of informants was based on their level of involvement and participation in Pacar Kembang Posyandu activities. The complete profiles of each informant are presented in the following table.

**Tabel 1** Informant Profile

| No. | Informant Profile |
|---|---|
| 1 | Name: Khusnul Eko<br>Role: Head of the Posyandu |
| 2 | Name: Lilik Fauzia<br>Role: Posyandu Volunteer |
| 3 | Name: Luthfiyah<br>Role: Posyandu Volunteer |
| 4 | Name: Afidatul Ilmiyah<br>Role: Chairperson of the Surabaya Hebat Volunteers |
| 5 | Name: Nunuk Yustiningrum<br>Role: Village Office Employee |
| 6 | Name: Maslihatin Rahayu<br>Role: Healthcare Worker |
| 7 | Name: Dewi<br>Role: Posyandu Participant |
| 8 | Name: Sarinatun<br>Role: Posyandu Participant |
| 9 | Name: Mila Diana Sari<br>Role: Posyandu Participant |
| 10 | Name: Wulan<br>Role: Posyandu Participant |
| 11 | Name: Effendi<br>Role: Posyandu Participant |

## DISCUSSION

### *Transforming Health Services through Family Posyandu.*

In an effort to improve the quality of human resources, the Surabaya City Government has developed the Family Health Post (POSGA) as an innovative health service that is faster, more integrated, and reaches all segments of the community. Unlike conventional health posts, which focus on pregnant women and toddlers, POSGA expands its service coverage to include people of working age and the elderly. While basic services such as health checkups, weighing, and immunizations are maintained, POSGA serves as an extension of community health centers (puskesmas) in bringing healthcare access closer to the community at the neighborhood level. This transformation is tailored to community needs in addressing stunting, as described by several informants:

*"This POSGA is just an extension of initial care, like providing vitamins, iron supplements, and iron tablets."* **Informant 4, May 13, 2026**

*"With the existence of this POSGA, the hope is that each RW will open a posyandu so that they can monitor pregnant women, toddlers, people of reproductive age, and the elderly."* **Informant 5, May 18, 2026**

Based on interviews with the Surabaya Great Cadres (KSH) and village officials, the transition from posyandu to POSGA is viewed as an integration of posyandu and posbindu services, thereby giving cadres broader responsibilities in supporting the community. The presence of POSGA in every RW is expected to enable comprehensive monitoring of community health conditions, ranging from pregnant women, infants, people of working age, to the elderly. However, community participation, particularly among the elderly, remains a challenge as some residents still view community health centers as the primary providers of health services.

The transformation of posyandu into POSGA aligns with Surabaya Mayor Regulation No. 59 of 2023, which emphasizes the integration of community-based health services. This policy also supports the Surabaya City Government's goal of establishing POSGA across the entire city to improve the quality of life for residents. From the perspective of the Theory of Innovation Diffusion, POSGA can be categorized as an innovation because it offers *a relative advantage* over previous services, particularly in terms of ease of access, expanded service coverage, and accelerated health care through the involvement of community health workers at the community level (Fareza & Flowerina, 2024) .

### *Communication Between Kelurahan, Puskesmas, Kade Surabaya Hebat as Agents of Change.*

Posyandu essentially serves as a space for Interpersonal Communicationbetween the Surabaya Hebat Cadres (KSH), health workers from community health centers and sub-districts, and the community. These interactions not only serve as a means of conveying health information but also as a process of building trust between residents and health service providers. At the Pacar Kembang Posyandu, trust between residents and health volunteers does not stem solely from the community's willingness to attend and participate in activities; it is also shaped by the emotional bonds formed through regular attendance. There are also other factors that facilitate the development of these interactions at the Posyandu. According to DeVito(2004), the effectiveness of

Interpersonal Communicationis influenced by five main factors: openness, empathy, equality, a positive attitude, and support, which gradually foster a closer relationship between the communicator and the recipient. These factors also influence the implementation of Posyandu, as explained by a recipient:

*"We adapt the language used during health education sessions so that the community becomes more open and willing to come back to the posyandu."* **Informant 2, May 12, 2026**

*"Language use must be adapted so that the community does not feel offended and remains willing to come to the posyandu. We must not judge them so that they will be willing to come back to the posyandu*." **Informant 6, May 12, 2026**

The research interview results indicate that these elements of Interpersonal Communicationare evident in both verbal and nonverbal interactions during posyandu activities. Gestures, attitudes, and residents' willingness to share information about their health conditions reflect a sense of trust in the posyandu staff. Conversely, if the community remains reluctant to disclose necessary information, then the effectiveness of communication has not been fully achieved. Thus, trust serves as a crucial foundation for fostering effective two-way communication and supporting the success of community-based health services (Deviana et al., 2024) .

Interpersonal Communicationis not only focused on how Posyandu interacts with the community, but also on interactions among sub-district offices, community health centers, and Surabaya cadres in fulfilling their duties in running Posyandu. Through active community participation, POSGA functions not only as a health service but also as a means of raising awareness about healthy living and improving residents' quality of life. The implementation of this program involves collaboration between the sub-district office, community health centers, and the Surabaya Great Volunteers (KSH), in accordance with Surabaya Mayor Regulation No. 59 of 2023. The sub-district office plays a role in coordination and supervision, including through the Sayang Warga app, while community health centers are responsible for training volunteers, providing health services, and recording data. This cross-sectoral collaboration demonstrates that health development communication within the POSGA is carried out in a participatory and integrated manner to achieve sustainable community well-being.

***Community Participation***

Adaptive responses to existing communication barriers have also fostered participatory innovations at the community level such as the Dasi Anting program, which engages residents in cooking together as a strategy to educate the community on nutrition for addressing childhood stunting. These findings demonstrate that participation in POSGA extends beyond mere attendance at the integrated health post, evolving instead into active involvement in devising solutions for local health issues. Participatory communication is a communication approach that emphasizes the active involvement of all parties in the decision-making, planning, and implementation of activities through two-way dialogue and collaboration. This approach is considered effective in posyandu programs because it encourages the community to participate actively in accordance with local needs. With the involvement of various parties, participatory communication is able to support the creation of public services that are more innovative, responsive, and oriented toward community needs (Pujilestari et al., 2025) .

Community participation in this context refers to how the community engages with and adopts innovations within the posyandu service program. According to Rogers(2008) , individuals are viewed as capable of receiving information, developing an understanding, and assessing the suitability of an innovation to their own needs and circumstances. Through these stages of innovation adoption, it can be analyzed to what extent the information received drives changes in attitudes and behaviors among individuals (Alkomas, 2016) . The innovation adoption experienced by the community varies depending on an individual's background and experiences. Through the results of interviews and observations, it was found that the community has gone through the stages of knowledge, persuasion, decision, implementation, and confirmation. This adoption process is interpreted by the informants as they conveyed in the interviews:

*"By continuing to visit the posyandu, I finally learned how to maintain a healthy lifestyle for myself and my child."* **Informant 7, May 13, 2026**

*"The health education provided at this posyandu is helpful, especially since my child once suffered from*

*stunting and was able to recover by following the posyandu's guidance*." **Informant 9, May 13, 2026**

*"Posyandu activities are also important for the residents themselves, so how can we help the sub-district office, community health center, and KSH so that public health in Pacar Kembang can be maintained?"* **Informant 11, May 13, 2026**

This statement indicates that the process of innovation adoption within the community is influenced by the innovation's characteristics, specifically its relative benefits. These benefits encourage the community to continue seeking information and applying it to their daily lives, driven by the improvements and changes they experience (Ramadhany & Tranggono, 2023) .

## CONCLUSION

This study demonstrates that health education via POSGA in Pacar Kembang Urban Village employs a structured participation model, combining formal government regulations with active community engagement through the Kader Surabaya Hebat (KSH). These cadres act as agents of change, building resident trust through empathetic, open, and egalitarian Interpersonal Communicationwhile supporting the implementation of various health innovations. Although community resistance remains a challenge, this situation has spurred the emergence of participatory communication innovations such as the Dasi Anting programthat are tailored to community needs. Overall, the study underscores that the effectiveness of health development communication hinges on the ability to integrate formal structures with local participation in an adaptive and sustainable manner. Therefore, strengthening the Interpersonal Communicationskills of cadres and expanding local needs-based innovative programs like Dasi Anting must be prioritized in the future development of POSGA services to ensure that the impact on public health behavior change is achieved more equitably and sustainably.

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