

Analysis of Posyandu Advisory Team Role in Preparing Six Minimum Service Standards Transformation

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ABSTRACT

The transformation of Posyandu based on the six Minimum Service Standards (SPM) is a strategic initiative to strengthen integrated community-based public services. However, its implementation in East Kalimantan Province remains at an early stage and faces challenges related to institutional readiness, human resource capacity, and cross-sectoral coordination. Therefore, this study aims to examine the role of the Posyandu Development Team in supporting the preparation for the implementation of SPM-based Posyandu. This study employed a descriptive qualitative approach. Data were collected through in-depth interviews, observations, and documentation involving nine purposively selected informants, consisting of three members of the Posyandu Development Team and six Posyandu cadres. The data were analyzed using an interactive model involving data reduction, data display, and conclusion drawing. The findings indicate that the implementation of SPM-based Posyandu has not yet been fully supported by adequate institutional readiness and human resource capacity at the regional level. The Posyandu Development Team plays significant roles as a regulator, facilitator, and dynamizer through monitoring and evaluation, capacity building, cross-sectoral coordination, and efforts to enhance community participation. These findings contribute to a better understanding of the strategic role of the Posyandu Development Team in supporting the implementation of SPM-based Posyandu and provide practical recommendations for strengthening institutional capacity, improving cross-sectoral coordination, and enhancing community participation.

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INTRODUCTION

Community development is a process aimed at improving quality of life and overall well-being through the active participation of communities in various development initiatives (Darwis et al., 2022; McMahon et al., 2021). In contemporary development approaches, communities are no longer positioned merely as beneficiaries, but as active agents who play a role in shaping the direction of development within their own environments. Therefore, community empowerment becomes a crucial component of community-based development, encompassing efforts such as enabling, strengthening, protecting, supporting, and sustaining, all of which aim to foster independence and enhance the capacity of communities to identify and address the social issues they face (Dewanto et al., 2024). Through effective coordination, various basic services can be integrated at the community level, allowing Posyandu to function not only as a health service provider but also as a center for basic social services at the village or sub-district level. This is further reinforced by active community participation, which contributes to increased social capacity, trust, and the sustainability of community-based programs (Surtimanah, 2024; Lukito, 2024).

The provision of accessible basic services through community-based mechanisms becomes highly essential. A community-based service approach emphasizes the active involvement of communities in the processes of planning, implementation, and evaluation of development programs. This perspective aligns with Ahmad et al. (2025), who highlight that community-based development positions the community as the primary actor in the development process. In practice, this approach is reflected in the role of Community Health Workers (CHWs), who serve as a bridge between

communities and formal health systems through activities such as health education, child growth monitoring, disease prevention, and referrals to healthcare facilities (Buthelezi et al., 2025). This role is consistent with global research findings indicating that CHWs make significant contributions to improving access to basic healthcare services and strengthening community empowerment across various developing country contexts. Furthermore, CHWs play a vital role in bridging gaps between communities and formal healthcare systems through community-oriented approaches that are promotive, preventive, and socially driven (Nida et al., 2024).

In Indonesia, one of the prominent forms of community-based services at the grassroots level is the Integrated Service Post (Posyandu). Posyandu is part of Community-Based Health Efforts (UKBM), which are managed by, from, for, and with the community. It functions not only as a provider of basic health services but also as a platform for community empowerment, aiming to enhance awareness and participation in local development (Ministry of Health of the Republic of Indonesia, 2011). Over time, Posyandu has been formally recognized as part of Village Community Institutions (LKD), highlighting its strategic role as a partner of the government in delivering public services at the local level.

According to the Posyandu Strategic Plan 2025–2029, Posyandu is directed to support the delivery of basic services across six Minimum Service Standard (SPM) sectors, namely education, health, public works, housing, public order and safety, and social affairs. This policy reflects a transformation in the function of Posyandu, shifting from a limited health service provider to an integrated, community-based service center that addresses multiple dimensions of welfare (Ministry of Health of the Republic of Indonesia, 2025). However, in practice, public perception often still limits Posyandu to a health service facility, indicating that this expanded role has not yet been fully understood.

The strengthening of this role is further emphasized through the Regulation of the Minister of Home Affairs Number 13 of 2024, which formally designates Posyandu as part of Village and Sub-district Community Institutions. Within this regulatory framework, Posyandu holds a strategic function in supporting the integrated delivery of basic public services at the local level. This policy reflects a significant transformation in the role of Posyandu, expanding beyond its traditional focus on health services to become a community-based integrated service center that operates across multiple sectors (Ministry of Home Affairs of the Republic of Indonesia, 2024).

In the context of implementing community-based programs, cross-sectoral coordination emerges as a critical factor for success. Various international studies indicate that the effectiveness of such programs is strongly influenced by the quality of planning, coordination, and partnerships among stakeholders, as well as active community participation (Aberese-Ako et al., 2024; Afzal et al., 2021; Gilmore et al., 2020). Therefore, the Posyandu Development Team holds a strategic position in supporting the preparation for policy implementation through its roles in guidance, coordination, and strengthening the capacity of cadres and communities, ensuring that the transformation of Posyandu can be carried out effectively.

Conceptually, roles are understood as the dynamic aspects of social positions that reflect functions, responsibilities, and expected patterns of behavior performed by individuals or groups within a social structure (Anglin et al., 2022). In this study, the role of the Posyandu Development Team is operationalized as encompassing facilitative, coordinative, and supervisory functions in supporting the preparation for the implementation of Posyandu based on the six Minimum Service Standards. In addition, the success of program implementation largely depends on the capacity of and support provided to cadres as frontline implementers. Previous studies indicate that limited facilities, high workloads, and insufficient supervision are among the primary challenges affecting the performance of Community Health Workers in various countries (Nida et al., 2024).

Nevertheless, the implementation of Posyandu based on the six Minimum Service Standards continues to face various challenges. Posyandu is still frequently perceived as a service limited to maternal and child health, resulting in its multidimensional functions not being fully understood by the community. In addition, constraints such as limited human resource capacity, suboptimal cross-sectoral coordination, and varying levels of understanding across regions hinder the implementation process. These findings are consistent with Fikroh et al. (2025), which highlight that technical constraints and limited resources remain major barriers to optimizing Posyandu services. This is further supported by international studies emphasizing that limited institutional capacity and resource constraints are key challenges in the implementation of community-based programs (Mishra et al., 2022).

In East Kalimantan Province, the preparation for implementing the transformation of Posyandu based on the six Minimum Service Standards is still at an early stage, primarily characterized by socialization activities and cross-sectoral coordination. This condition indicates a gap between established policies and the readiness of implementation at the local level. It also reflects that community-based program implementation continues to encounter various challenges, particularly in terms of suboptimal community engagement. Although community participation is a key element in sustainable development, in practice such involvement often remains limited and does not yet fully reflect a comprehensive empowerment process (Fadli et al., 2021; Aberese-Ako et al., 2024).

However, studies that specifically examine the role of the Posyandu Development Team during the initial phase of preparing the implementation of Posyandu based on the six Minimum Service Standards at the regional level remain limited. Therefore, this study seeks to address this gap by analyzing the role of the Posyandu Development Team in supporting the early-stage implementation process.

Based on these conditions, this study is considered important to examine the role of the Posyandu Development Team in supporting the preparation for the implementation of Posyandu transformation based on the six Minimum Service Standards (SPM) in East Kalimantan. This study is designed to address the following research questions: (1) How does the Posyandu Development Team contribute to accelerating and preparing the implementation of SPM-based Posyandu, and (2) What forms of guidance and coordination are carried out in this process?

This study is grounded in the assumption that the Posyandu Development Team plays a strategic role as a facilitator, coordinator, and capacity builder in supporting the successful preparation for the implementation of Posyandu transformation at the community level.

METHODS

This study employed a qualitative approach with a descriptive research design to explore in depth the role of the Posyandu Development Team in supporting the preparation for implementing Posyandu based on the six Minimum Service Standards (SPM) in East Kalimantan Province. A qualitative approach was chosen as it enables a contextual understanding of social phenomena and allows for deeper interpretation of the processes of guidance, coordination, and policy implementation dynamics at the local level (Sugiyono, 2013).

The research was conducted in Penajam Paser Utara Regency (PPU) from March to April 2026. The informants consisted of three members of the Posyandu Development Team and six Posyandu cadres, selected purposively based on their active involvement in the acceleration and preparation process of SPM-based Posyandu implementation. The selected cadres were active participants directly engaged in Posyandu activities at the community level.

Data were collected through in-depth interviews with nine purposively selected informants consisting of three members of the Posyandu Development Team and six Posyandu cadres, observation, and documentation. In-depth interviews were carried out to obtain detailed information regarding the roles, forms of guidance, and coordination undertaken by the Posyandu Development Team. Observations were conducted through the researcher's participation in coordination meetings and acceleration forums related to the implementation of Posyandu based on the six SPM, involving both provincial and district-level Posyandu Development Teams. Additional observations took place during field visits by the Posyandu Development Team to relevant local institutions, such as the Office of Community and Village Empowerment (DPMD), to capture the coordination processes and the dynamics of program implementation at the regional level. Documentation involved collecting supporting materials, including meeting minutes, activity reports, and documents related to the implementation of SPM-based Posyandu, which were used to complement and validate the findings from interviews and observations.

Data analysis was conducted qualitatively using an inductive approach through several stages, namely data reduction, data display, and conclusion drawing and verification. Data reduction involved selecting and focusing on relevant information, while data display was organized into systematic narrative descriptions. Conclusions were drawn by interpreting the meaning of the data in relation to the research objectives (Sugiyono, 2013).

To ensure data validity, this study applied source triangulation and methodological triangulation by comparing findings obtained from interviews, observations, and documentation. In addition, repeated verification processes were carried

out to ensure data consistency and accuracy, thereby enhancing the credibility and trustworthiness of the research findings.

RESULTS AND DISCUSSION

The findings of this study indicate that the implementation of Posyandu based on the six Minimum Service Standards (SPM) in East Kalimantan is still in a phase of adjustment and system strengthening. This suggests that the transformation process has not yet been fully supported by adequate institutional readiness and resource capacity at the regional level.

The Posyandu Development Team represents an institutional structure established across multiple levels of government, ranging from the national to the village/sub-district level. Its primary responsibilities include providing guidance, facilitating coordination, and strengthening the implementation of Posyandu to ensure more effective service delivery. The composition of the team involves various stakeholders, including local government authorities, relevant sectoral agencies, Family Welfare Empowerment (PKK) organizations, and other community elements actively engaged in the development of Posyandu.

Findings from interviews with members of the Provincial Posyandu Development Team reveal that their roles are primarily centered on monitoring, evaluation, and cross-level coordination, spanning from district/city governments down to the village level. In addition, they ensure that administrative procedures and the registration process of Posyandu are carried out in accordance with guidelines established by the central government.

Observational data further indicate that the Provincial Posyandu Development Team actively conducts field visits to areas that still face limitations in data management and program implementation. During these visits, the team provides technical guidance related to task distribution across the six SPM sectors and assists local governments in addressing implementation challenges. Coordination mechanisms are carried out through direct meetings, remote communication, and the dissemination of official circular letters or directives.

Moreover, observations during coordination meetings for accelerating the implementation of Posyandu based on the six SPM show that several regions continue to encounter obstacles, including a shortage of implementing personnel and uneven levels of understanding among cadres regarding the expanded functions of Posyandu. These findings indicate that, despite ongoing efforts, capacity gaps and coordination challenges remain significant issues in the early stages of implementation.

Interviews with Posyandu cadres indicate that support from the Posyandu Development Team is provided through training programs, socialization activities, and the provision of supporting tools for Posyandu implementation. The cadres also reported that efforts to increase community participation are carried out through direct information dissemination as well as through communication platforms such as WhatsApp groups.

However, the findings also reveal several ongoing challenges. Community attendance at Posyandu activities has shown a declining trend, and cadres' understanding of all SPM sectors remains uneven. This suggests that, while capacity-building initiatives have been implemented, their effectiveness in ensuring comprehensive understanding and sustained community engagement has not yet been fully achieved.

The Role of the Posyandu Development Team as Regulator

The findings indicate that the Provincial Posyandu Development Team performs its regulatory function through monitoring, evaluation, and supervision of the implementation of Posyandu based on the six Minimum Service Standards (SPM). This role is reflected in the formulation of guidelines, the provision of technical direction, and oversight of program implementation at the local level (Firdaus, 2020).

These results suggest that the regulatory role extends beyond administrative functions and encompasses operational responsibilities in ensuring that program implementation aligns with established standards at the regional level. Furthermore, this role is evident in efforts to accelerate implementation through coordination across different levels of government. This indicates that regulatory functions are not merely directive but also facilitative in maintaining policy coherence and implementation consistency across regions.

This finding is further supported by statements from informants, who noted that the Posyandu Development Team “conducts monitoring, evaluation, accelerates implementation, and assists local governments in addressing challenges down to the sub-district and village levels.” This indicates that the regulatory role is adaptive, responding to local conditions that are still in a transitional phase of implementation.

Insights from cadres also reinforce this role. As one cadre expressed, the team “plays a very significant role in every stage of implementation and greatly contributes to improving community health, especially at the local level.” This highlights that the presence of the Provincial Posyandu Development Team extends beyond administrative functions and has a tangible impact on the implementation of Posyandu activities at the grassroots level.



Picture 1: Field Visit to the Office of Community and Village Empowerment (DPMD) in Penajam Paser Utara, East Kalimantan, Indonesia.
Author's Documentation (2026) [source]

In addition, observational findings indicate that during coordination activities at the district and municipal levels, the Provincial Posyandu Development Team provides guidance on the implementation of each sector within the six SPM framework. Several regions still experience uncertainty regarding the distribution of roles across sectors, highlighting the importance of the team's presence in clarifying policy directions and ensuring that implementation aligns with established guidelines.

The findings also reveal that, in the early stages of implementation, several challenges persist, including issues related to data collection, registration processes, and institutional adjustments of Posyandu in certain areas. Therefore, the regulatory role extends beyond policy dissemination to include supervisory and mentoring functions, ensuring that program implementation progresses gradually and in accordance with the required standards.

From an analytical perspective, these findings suggest that the regulatory role is inherently adaptive, functioning not only as a policy-directing mechanism but also as a supervisory and facilitative force throughout the implementation process. This study extends previous research by highlighting the strategic regulatory role of the Posyandu Development Team during the early preparation stage of SPM-based Posyandu implementation, with particular emphasis on institutional readiness and cross-sectoral coordination.

When linked to previous studies, these findings are consistent with those of Danang et al. (2025), who emphasized the importance of institutional roles in supporting the implementation of Posyandu based on the six SPM. However, this study further highlights that the regulatory role at the provincial level is not merely administrative but also adaptive to local conditions that are still undergoing transitional changes.

The Role of the Posyandu Development Team as Facilitator

The findings reveal that the Provincial Posyandu Development Team has carried out its facilitative role through various forms of support directed at both cadres and local governments. This support includes the provision of information, guidance through strategic planning documents, and assistance in the provision of facilities and infrastructure required for Posyandu implementation. This is supported by an informant's statement indicating that “guidelines from the central government are coordinated down to the district, sub-district, and village levels. In addition, we conduct capacity building, socialization, and provide support for facilities to ensure that Posyandu based on the six SPM operates

according to established standards.” This highlights that the facilitative role is not merely normative but is also reflected in concrete support at the implementation level.

Based on interview findings, informants emphasized that the provincial team does not only provide direction but is also directly involved in addressing challenges encountered in the field. This is further reinforced by statements from cadres, who noted that “we are involved in training activities and supported through the provision of equipment.” In addition, efforts to enhance community participation are carried out by cadres through information dissemination via WhatsApp groups, along with motivational approaches and guidance on the importance of attending Posyandu activities.

However, the study also identifies several constraints affecting the facilitative role. One of the primary challenges lies in the limited understanding among cadres regarding the six SPM framework, which is relatively new. Certain sectors, such as housing, are perceived as more difficult to implement due to the need for broader cross-sectoral understanding and coordination.

When compared to previous studies, such as Muhlizardy et al. (2024), which emphasize the importance of training in enhancing cadre capacity, the findings of this study suggest that facilitation should not be limited to training alone. Instead, it needs to be complemented by continuous mentoring and support to ensure that cadres are able to effectively implement the program in practice.

The Role of the Posyandu Development Team as Dynamizer

The role of a dynamizer in the context of community empowerment is closely related to efforts aimed at encouraging active community participation and fostering a sense of engagement in program implementation. This role is essential to ensure that programs are not merely carried out at an administrative level, but are also supported by meaningful involvement from the community (Azkiya et al., 2025).



Picture 2: Coordination Meeting on the Acceleration of Posyandu Implementation
Involving the Posyandu Development Team and District/City Cadres
Author's Documentation (2026) [source]

Based on the findings, the Provincial Posyandu Development Team has sought to perform this dynamizing role through socialization activities, coordination efforts, and direct involvement in encouraging the participation of both cadres and community members. Informants reported that various approaches have been employed to motivate community engagement in Posyandu activities, including direct communication strategies and mobilization through village-level cadres.

However, interviews with Posyandu cadres indicate that community participation remains a significant challenge in implementing Posyandu based on the six Minimum Service Standards (SPM). Limited community participation appears to be influenced by multiple factors, particularly the ongoing transformation of Posyandu services, which now encompass broader sectors that are not yet fully understood by the community. As expressed by one cadre, "there is still a lack of awareness among community members, and fewer people are attending Posyandu activities."

This finding is consistent with statements from the Provincial Posyandu Development Team, which highlighted that “there are still challenges at the Posyandu level, including limited cadre capacity, uneven socialization, and inconsistent

provision of incentives depending on regional capacity.” These conditions indicate that challenges in Posyandu implementation are not solely related to community participation but are also linked to human resource readiness, local policy support, and disparities in the dissemination of information regarding the six service sectors.

Furthermore, observational findings show that during several activities, the Posyandu Development Team actively provides motivation and guidance to cadres to sustain routine Posyandu operations. This suggests that the dynamizing role is directed not only toward the community but also toward cadres as key frontline implementers. This finding aligns with Buthelezi et al. (2025), which emphasizes the importance of community-based workers in enhancing public engagement. However, within the context of this study, community participation challenges remain substantial, indicating the need for more innovative and sustainable strategies to strengthen community involvement.

Forms of Guidance by the Posyandu Development Team

Theoretically, guidance or capacity-building refers to a continuous process aimed at enhancing the capabilities of individuals or groups in carrying out their roles and responsibilities. Such efforts are commonly implemented through training programs, mentoring, and the provision of technical guidance (Asampong et al., 2023).



Picture 3: Interview with the Provincial Posyandu Development Team
Author's Documentation (2026) [source]

The findings indicate that capacity-building efforts carried out by the Provincial Posyandu Development Team have been implemented through various activities, including socialization programs, cadre training, and direct field mentoring. This is supported by a statement from a team member, who explained that “specific socialization activities are conducted for cadres, and in 2025, joint sessions were held across several districts to ensure their understanding of all six sectors.”

In addition, cadres reported that the guidance provided involves continuous forms of support. As expressed by one cadre, “training, provision of equipment, and socialization are consistently provided. This includes skill-based training, uniforms, and transportation support, as well as opportunities to participate in training and equipment procurement.” These findings suggest that capacity-building efforts are not limited to knowledge transfer but also include material and logistical support to enhance implementation at the community level.

Field observations further reveal that during coordination activities, the Posyandu Development Team directly provides explanations regarding the distribution of roles across the six SPM sectors. This is particularly important given that many cadres and local staff still have an incomplete understanding of how the program should be implemented in practice.

However, the study also highlights that capacity-building efforts require further improvement, particularly in terms of intensity and equitable distribution. Variations in levels of understanding across regions indicate the need for more context-specific approaches, tailored to the conditions and capacities of each locality, in order to ensure more effective and consistent implementation.

Forms of Coordination by the Posyandu Development Team

Coordination is a crucial aspect in the implementation of Posyandu programs. It refers to the process of aligning activities among various stakeholders involved in a program to ensure that implementation is integrated and to avoid overlaps in roles and functions (Amaruddin et al., 2024). In the context of Posyandu based on the six Minimum Service Standards (SPM), coordination becomes even more essential due to the involvement of multiple sectors and institutions.

The findings indicate that coordination carried out by the Provincial Posyandu Development Team involves a range of stakeholders, including the Health Office, Education Office, Social Affairs Office, Public Works and Housing (PUPR), and the Civil Service Police Unit (Satpol PP). As stated by an informant, “we involve sectoral agencies such as health, education, public works, social affairs, and public order institutions so that all relevant sectors can support Posyandu.” Coordination is conducted through various mechanisms, including field visits, telephone communication, and the dissemination of official circular letters or directives.

However, observational findings reveal that cross-sectoral coordination remains a significant challenge, particularly in terms of role distribution and clarity of responsibilities among sectors. In several cases, there is still uncertainty regarding which institution is responsible for addressing specific issues that arise at the community level.

Despite these challenges, the coordination efforts undertaken by the Posyandu Development Team demonstrate an emerging synergy among stakeholders, although further strengthening is still required. These findings reinforce the importance of institutional coordination in community-based service implementation and suggest that strengthening cross-sectoral coordination and clarifying stakeholder roles are essential for improving the implementation of SPM-based Posyandu.

CONCLUSION

This study highlights the significant role of the Posyandu Development Team in supporting the preparation for implementing Posyandu based on the six Minimum Service Standards (SPM) in East Kalimantan. The roles as regulator, facilitator, and dynamizer have been carried out through monitoring and evaluation activities, capacity-building efforts for cadres, and initiatives aimed at encouraging community participation. However, the implementation process remains at an early stage and has not yet reached optimal performance.

The main challenges identified include limited cadre capacity, uneven understanding of the six SPM sectors, and ineffective cross-sectoral coordination. These findings suggest that the success of Posyandu transformation is highly dependent on institutional readiness and the strengthening of human resources at the local level.

This study draws strength from its empirical data collected directly from field observations and stakeholder experiences. Nevertheless, its scope is limited to a specific region, which restricts the generalizability of the findings. Practically, this study provides important implications for local governments and Posyandu Development Teams to enhance cross-sector coordination strategies, continuously strengthen cadre capacity, and optimize community outreach efforts. Future research is recommended to examine the implementation of SPM-based Posyandu across diverse regional contexts using more comprehensive approaches.

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