Challenges Associated with Formulation of Urban-Based Food and Nutrition Policy in Surabaya City, Indonesia

Nindya Putri PAMUNGKAS¹, Eko Budi SANDOSO² and Ivan Wijaya³

¹Global Alliance for Improved Nutrition, ²Sepuluh November Institute of Technology, ³Surabaya City Development Planning Office

(Received June 13, 2019)

Summary Following the enactment of Law No. 18/2012 on Food, the Government of Indonesia mandated all districts/cities to translate a 5-yearly National Food and Nutrition Action Plan to address food security and nutrition problems suited with the local context. However, until 2019 only 18 of 514 districts/cities that has manifested this mandate. That the National Regulation is is more suitable for rural context, challenges to translate the mandate into urban context are obvious. This study assessed how the Surabaya city develops an implementable food and nutrition action plan complying with the national mandate and the adjustments to fit the action plan with urban characteristics. A structured observational study of individual behaviour in developing a policy document was conducted in Surabaya city from May to December 2018. The Food and Nutrition Action Plan in Surabaya city was developed by the multi-stakeholders forum to allow participation from related stakeholders. Because city has insufficient capacity to self-produce the food, therefore the Surabaya City Food and Nutrition Action Plan focused on maintaining food distribution and affordability, which are not among the outcomes indicators of the national guideline. To prioritizing nutrition issues on the action plan, it must be ensured that the issues are also included in the city Medium-Term Development Plan. Otherwise, it will not be funded despite the national government mandates it. Unfortunately, food and nutrition issues are less prioritized in the Surabaya development plan. It is challenging to translate the national mandate to the city-level food and nutrition policy when there is no clear, differentiated reference policy for urban area. The completed Surabaya City Food and Nutrition Action Plan needs to be legalized by the City Mayor to ensure the implementation and monitoring. The support for the action plan implementation and monitoring is needed so that the outcomes of the food and nutrition action can be experienced by all the citizens in Surabaya.

Key Words urban nutrition, urban policy, governance

Ensuring availability of sufficient and quality nutritious food is the responsibility of the state (1). The Government of Indonesia (GoI) has issued several policies to strengthen and highlight the importance of food sovereignty and security as a mean to increase people’s welfare. One of the success indicators of Indonesian human development is an optimum public nutrition status as a foundation to improve and maintain healthy and productive human resources. This indicator shall be achieved, among others, through a sustained food and nutrition development. Realizing widespread dimensions of this sector development, the GoI mandates all related sectors to coordinate and collaborate through Law No.18/2012 on Food. This coordination shall be implemented through a 5-yearly National Food and Nutrition Action Plan that is locally known as RAN-PG and the corresponding 5-yearly Sub-National Food and Nutrition Action Plan that is locally known as RAD-PG (2).

Indonesia adopted decentralized government system since 2000. There are four layers of Indonesian governments: 1 national government, 34 provincial governments, 514 district/city governments and 76,612 village governments. The district/city governments are mandated to deliver public services to their citizens and authorized to formulate development policies and programs in-line with national goals and targets (3). In food and nutrition sector, to-date only eight out of 514 district/city governments have developed the Sub-national Food and Nutrition Action Plan.

The goal of the Food and Nutrition Action Plan is to maintain food security and improve nutrition particularly in the first 1000 d of life. In Surabaya city, East Java Province, the double burdens of malnutrition still becomes the public health problem. In this second largest city in Indonesia, the prevalence of stunting among children under five has increased from 19.8 percent in 2012 to 23.2 percent in 2016 (4), with prevalence of underweight children among the same age group increasing from 13.8 percent in 2013 to 21 percent in 2015 (5). At the same time, the prevalence of overweight children is substantially increasing from 3 percent in 2015 to 7.9 percent in 2017 (5, 6). Among adults, the percentage of women aged 19–54 y who are...
obese has substantially increased from 15 percent in 2007 to 21 percent in 2013 (7). These figures clearly showed that malnutrition still becomes the major problems in the modern and urbanized areas.

Based on the conceptual framework of the determinants of child undernutrition (8), the underlying drivers of malnutrition (9) and the causal framework of malnutrition in Indonesian context (10), prevention and reduction of malnutrition shall be focused on the determinants of malnutrition. There are four determinants: nutritious food security, infant and child feeding, access to health services especially for curative activities and improved environmental health. Those four factors are directly and indirectly affecting nutrition intake and personal health status. Appropriate interventions delivered to address those four factors shall prevent malnutrition. There are two type of interventions: nutrition specific and nutrition sensitive interventions. Nutrition specific interventions cover sufficiency of food intake, infant and baby feeding and care, and infection treatment. These interventions are usually provided by city health office. While nutrition sensitive interventions cover access to nutritious food, awareness, education and care about mother and children’s nutrition, access to quality nutrition and health services, and provision of clean water and sanitation (11). Hence, addressing malnutrition calls for a multi-stakeholder engagement, not only the responsibility of health office.

In 2011, Surabaya city developed a County Food and Nutrition Action Plan for 2011–2015 period. As required by the Minister of Development Planning Regulation No. 1/2018, the city government of Surabaya needed to renew the Food and Nutrition Action Plan to respond to food and nutrition problems in the city. In the National Food and Nutrition Action Plan is provided the menu of activities where the city/district can adopt in accordance to their local context and situation. This study aims to assess how the city of Surabaya developed an implementable food and nutrition action plan complying with the national mandate and made necessary adjustment to fit the policy with urban characteristics and nutrition problems. The development of this Surabaya City Food and Nutrition Action Plan can be an example for other cities in Indonesia to develop the Food and Nutrition Action Plan.

STUDY METHODS

A structured observational study was conducted in Surabaya city from May to December 2018. It was aimed to systematically observe behavior of individuals in term of a schedule of categories to develop a policy document. Unlike survey research which allows behavior only to be inferred, this method entails direct observations that enable observers to better understand a process or behavior (12). To better address food and nutrition issues, the government of Surabaya forwarded coordination and collaboration of multisectoral programs and activities.

The development of this policy document was conducted through a multi-stakeholder forum (MSF) to ensure that participatory approach was well carried out. The MSF consisted of representatives from government officials, private sector (e.g. food producers), civil society organization, NGO, academia, and media. The MSF was divided into three working groups to focus on the five pillars of the National Food and Nutrition Action Plan. The pillars are 1) community nutrition improvement, 2) increasing the accessibility of diverse food, 3) food quality and safety, 4) hygiene and healthy behavior and 5) coordination of food and nutrition development. The working group A focused on pillar one and four, group B on pillar two and three, and group C on pillar five. The working group division was done based on the sectors and program that are covered by each pillar. Besides that, the division was based on the role, responsibility and organizational approach to help responding to the five pillars.

Each working group was assisted by an independent facilitator to help them in coordinating meetings, conducting discussion, collecting information and drafting the action plan. During August–September 2018 each working group held three regular workshops. The regular workshops were followed by an on-line discussion through WhatsApp group and facilitator visit to the stakeholders’ offices to ensure the working group member participation in the workshops. These activities were called as off-regular meetings. Upon completion of the city food and nutrition action plan draft, public consultancy meeting was also conducted by inviting all of MSF members. This study employed a behavior sampling, whereby the entire working groups were watched and the observers recorded who were involved in a particular kind of behavior within the observed setting. The categories observed in this study include workshops’ participants, schedule compliance, agenda, WhatsApp discussion, off-regular meetings, data collected and matrix development.

This study was conducted by Global Alliance for Improved Nutrition (GAIN) in collaboration with Sepuluh November Institute of Technology (ITS) and the Surabaya City Development Planning Office (Bappeko) who participated directly in the city food and nutrition action plan development process.

RESULTS

The multi-stakeholder forum establishment

Referring to the four main referral documents used in this study: Regulation of Ministry of National Development Planning No. 1/2018 on Food and Nutrition Action Plan, East Java Province Food and Nutrition Action Plan 2016–2019, Surabaya City Food and Nutrition Action Plan 2011–2015 and Surabaya City Medium-Term Development Plan (MTDP) 2016–2021, there were over 50 stakeholders including local government offices, private sector (food producers), civil society organizations, non-government organizations and professional organizations as potential organizations to be engaged in the MSF for developing the Surabaya City Food and Nutrition Action Plan 2019–2021.

All of those stakeholders were grouped into the three
| Working Group | Members |
|---------------|---------|
| Working Group A  
Pilar 1: Nutrition Community Improvement  
Pilar 4: Clean and Healthy Life Habits | Health Office  
Social Office  
Education Office  
Women Empowerment and Child Protection Office  
Sanitation and Green Open Space Office  
Nutrition Dept. of Airlangga University  
Private sectors (Unilever, Indofood, Otsuka)  
Mass Media: Jawa Pos Group, Suara Surabaya  
Muslimat NU, Aisyah, UNICEF, Nutrition International, Healthy City Forum  
Indonesian General Practitioners Association, Indonesian Midwife Association, Association of Public Health Graduates and Professionals, Associations of Street Food Vendors  
Regional Company for Drinking Water |
| Working Group B  
Pilar 2: Improving Accessibility of Diverse Food  
Pilar 3: Food safety and quality | Agriculture and Food Security Office  
Health Office  
Trading Office  
Social Office  
Drugs and Food Control Bureau  
Public Health Dept. of Airlangga Univ., Economic Faculty of Universitas Pembangunan Negeri  
Indofood  
Urban Farming Community, Indonesia Organic Community, UNICEF, Nutrition International  
Cooperation Office  
Regional Owned Enterprises  
Retailer Associations  
Jawa Pos Group, Suara Surabaya |
| Working Group C  
Pilar 5: Coordination of Food and Nutrition Development | City Planning and Development Bureau  
Academic institution: State Administration Dept. of Airlangga Univ.  
NGO, Community organization: UNICEF, NI, Indonesia Forum for Budgeting Transparency  
Information and Communication Office  
Central Statistic Bureau  
Citizen Wealth Dept.  
Jawa Pos Group, Suara Surabaya  
Surabaya Food Security Council |
working groups suited their role, responsibility and organizational approach to help responding to the five pillars of the food and nutrition action plan. The members of each working group are presented in Table 1. Each working group had a representative from government officials, academicians, civil organizations, private sectors, and media.

The participation rate of the MSF members in the development of the City Food and Nutrition Action Plan

There were three regular workshops held for each working group to develop the action plan. Each workshop had specific aims as below:

1. Identify programs that align with SGDs, the city’s MTDP, as well as the National and Provincial Food and Nutrition Action Plan.
2. Determine the output indicators, activities and targets per year for to be incorporated in the action plan matrix.
3. Finalize the matrix of city food and nutrition action plan.

Based on the observed activities, this study found a decreasing attendance from the first workshop to the second workshop. The average attendance of working groups A, B and C were 49 percent (n=22 people), 35 percent (n=23 people) and 35 percent (n=26 people) respectively. A significant increase in the attendance happened in the third workshop after intensive informal communication through the WhatsApp group and facilitators’ visit to the stakeholders’ offices. During the online discussion and visit, facilitators did not only explore information but also gave technical assistance to accelerate the action plan matrix development. Participants of the third workshop increased to 73 percent, 48 percent and 73 percent for working group A, B and C respectively.

Off regular meetings through in-depth one-on-one discussion with the Food Security and Agriculture Office officials have enabled them to reactivate their role as the key player of Food Security Council and motivated them to lead the MSF. During the third workshop, this study observed that the Food Security and Agriculture Office took the leadership role and leveraged the workshop process to create a long-list program to be attached to the food and nutrition action plan matrix. The long-list programs were then verified with existing city programs’ database, level of urgency and the city

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Table 2. Comparison of Outcome Indicators of the National and Surabaya City Food and Nutrition Action Plan.

| National Level | Surabaya City |
|----------------|---------------|
| Rice production | Supply index of rice |
| Corn production | Price stability of medium grade beef |
| Soy beans production | Price stability of chicken |
| Sugar production | Price stability egg |
| Beef production | Price stability of fish |
| Fish production | Percentage of fish that meet food safety requirements |
| Salt production | Percentage of fruits and vegetables that meet food safety requirements |
| Score of the Desired Food Pattern | Score of the Desired Food Pattern |
| Calorie consumption level | Calorie consumption level |
| Consumption of fish per capita per year | Consumption of fish per capita per year |
| Prevalence of anemia among pregnant women | Prevalence of chronic calorie deficiency in pregnant women |
| Prevalence of babies with low birth weight | Prevalence of underweight in children under five |
| Percentage of exclusive breastfeeding | Prevalence of wasting in children under five |
| Prevalence of underweight in children under five | Prevalence of stunting in children under five |
| Prevalence of wasting in children under five | Prevalence of obesity in adolescent >15 y old |
| Prevalence of obesity in adolescent >18 y old |
### Table 3. The Matrix of Surabaya City Food and Nutrition Action Plan 2019–2021.

| Program | Activity |
|---------|----------|
| **Pillar 1: Improving Community Nutrition**<br>Providing health services for the poor<br>Improving nutrition to mothers and toddlers | Provision of health free support for poor families<br>Supplementary feeding for pregnant women with chronic energy deficiency<br>Health services for toddler<br>Toddlers' growth monitoring<br>Provision of blood booster tablet for female teenagers<br>Distribution of 90 Fe tablets for pregnant women<br>Promotion of early breastfeeding initiation and exclusive breastfeeding<br>Supplementary food for malnourished children |
| **Pillar 2: Increasing Accessibility to Diverse Food**<br>Increasing availability, diversity and food safety | Guiding food suppliers on trade distribution<br>Identify areas of food commodity producers<br>Monitoring the completeness of registered warehouse data (food commodities)*<br>Monitoring the availability of food commodities through cooperation with Food logistic office* (Bulag) and wholesalers (foods affecting inflation)*<br>Land use of Urban Farming (including public-managed facilities)*<br>Socialization of the Action to “Promote Eating Fish”<br>Promote behavior to found of eating vegetables and fruits<br>Creative menu competition (food processing) |
| **Applying appropriate technology of aquaculture and marine cultivation** | Provision of aquaculture facilities<br>Training and fostering appropriate technology for fisheries and fishermen |
| **Applying appropriate technology in animal husbandry cultivation** | Provision of captured fisheries facilities<br>Training of appropriate technology for livestock<br>Licensing and non-licensing services in agriculture, animal husbandry, maritime affairs and fisheries |
| **Increasing food access and distribution** | Price control (routine market survey)<br>Online marketing training for small-medium enterprises (SME) products guided by Food Security and Agriculture Office<br>Promotion of SME products*<br>Facilitate fostering of SME's food products<br>Facilitate certification of SME's food products |
| **Expanding market range** | Formulation of food security policies<br>Cross-sector coordination meeting through Food Security Council meetings<br>Facilitation of the Action to “Promote Eating Fish”<br>Promotion of early breastfeeding initiation and exclusive breastfeeding<br>Socialization of the Action to “Promote Eating Fish”<br>Supervision and inspection of food products from animal husbandry cultivation<br>Supervision and inspection of vegetables and fruits<br>Supervision and inspection of food processing sites<br>Sanitation development that meet hygiene requirement<br>Supply of additional food for students of early childhood education<br>Healthy breakfast for kindergarten, elementary and junior high school students<br>Guiding of school health units for teachers and students<br>Training of school health units for teachers and students<br>Identification of areas of food commodity producers<br>Monitoring the completeness of registered warehouse data (food commodities)*<br>Monitoring the availability of food commodities through cooperation with Food logistic office* (Bulag) and wholesalers (foods affecting inflation)*<br>Land use of Urban Farming (including public-managed facilities)*<br>Socialization of the Action to “Promote Eating Fish”<br>Promote behavior to found of eating vegetables and fruits<br>Creative menu competition (food processing) |
| **Pillar 3: Food Quality and Safety**<br>Increasing availability, diversity and food safety | Supervision and inspection of fresh fish<br>Supervision and inspection of vegetables and fruits<br>Test of formaldehyde, borax, saccharine, benzoate, E. Coli and food coloring on processed food<br>Counselling of food safety for household-scale SMEs<br>Training and mentoring of culinary tourism centers management<br>Facilitate product certification for micro scale business<br>Training of hazardous materials (borax, formaldehyde, rhodamine and methanol yellow) to market managers*<br>Test of processed food and hazardous materials that are misused in food at the market level<br>Audit of means to fulfill the good processed food production method scale of high-risk food industry |
| **Standardizing micro business products** | Improving product quality and business management for micro-entrepreneurs<br>Training and mentoring of culinary tourism centers management<br>Facilitate product certification for micro scale business<br>Training of hazardous materials (borax, formaldehyde, rhodamine and methanol yellow) to market managers*<br>Test of processed food and hazardous materials that are misused in food at the market level<br>Audit of means to fulfill the good processed food production method scale of high-risk food industry |
| **Pillar 4: Clean and Healthy Living Behavior**<br>Procurement and improvement of education facilities and infrastructure | Training/coaching cadres of school health units for teachers and students<br>Provision of sanitary equipment and canteen facilities for elementary and junior high schools to meet the hygiene requirement<br>High schools to meet the hygiene requirement<br>Mental health of students in senior high school |
| **Strengthening public health** | Monitoring of sanitary condition of food processing sites<br>Sanitation development that meet hygiene requirements<br>Provision of additional food for students of early childhood education<br>Healthy breakfast for kindergarten, elementary and junior high school students<br>Counselling of school health units for teachers and students<br>Training of school health units for teachers and students<br>Identification of areas of food commodity producers<br>Monitoring the completeness of registered warehouse data (food commodities)*<br>Monitoring the availability of food commodities through cooperation with Food logistic office* (Bulag) and wholesalers (foods affecting inflation)*<br>Land use of Urban Farming (including public-managed facilities)*<br>Socialization of the Action to “Promote Eating Fish”<br>Promote behavior to found of eating vegetables and fruits<br>Creative menu competition (food processing) |
| **Housing and residential area** | Provision of captured fisheries facilities<br>Training of appropriate technology for livestock<br>Licensing and non-licensing services in agriculture, animal husbandry, maritime affairs and fisheries<br>Identify areas of food commodity producers<br>Monitoring the completeness of registered warehouse data (food commodities)*<br>Monitoring the availability of food commodities through cooperation with Food logistic office* (Bulag) and wholesalers (foods affecting inflation)*<br>Land use of Urban Farming (including public-managed facilities)*<br>Socialization of the Action to “Promote Eating Fish”<br>Promote behavior to found of eating vegetables and fruits<br>Creative menu competition (food processing) |
| **Increasing availability, diversity and food safety** | Provision of captured fisheries facilities<br>Training of appropriate technology for livestock<br>Licensing and non-licensing services in agriculture, animal husbandry, maritime affairs and fisheries<br>Identify areas of food commodity producers<br>Monitoring the completeness of registered warehouse data (food commodities)*<br>Monitoring the availability of food commodities through cooperation with Food logistic office* (Bulag) and wholesalers (foods affecting inflation)*<br>Land use of Urban Farming (including public-managed facilities)*<br>Socialization of the Action to “Promote Eating Fish”<br>Promote behavior to found of eating vegetables and fruits<br>Creative menu competition (food processing) |
| **Hygiene management** | Provision of captured fisheries facilities<br>Training of appropriate technology for livestock<br>Licensing and non-licensing services in agriculture, animal husbandry, maritime affairs and fisheries<br>Identify areas of food commodity producers<br>Monitoring the completeness of registered warehouse data (food commodities)*<br>Monitoring the availability of food commodities through cooperation with Food logistic office* (Bulag) and wholesalers (foods affecting inflation)*<br>Land use of Urban Farming (including public-managed facilities)*<br>Socialization of the Action to “Promote Eating Fish”<br>Promote behavior to found of eating vegetables and fruits<br>Creative menu competition (food processing) |
| **Pillar 5: Coordination of Food and Nutrition Development** | Food and nutrition development (cadres) at urban village level<br>Cross-sector coordination meeting through Food Security Council meetings<br>Formulation of food security policies<br>Collaboration with regional food producers outside Surabaya (Government to Government/Government to Business)*<br>Socialization and publication of food and nutrition issues<br>Coordination meetings of monitoring and evaluation of the RAD-PG<br>Compilation of reports on the implementation of the RAD-PG<br>Developing IT-based food management information systems |

* Activities that were not listed in the National Food and Nutrition Action Plan and were identified as particular activities suiting with the Surabaya city context and situation as food consumer instead of producer.
MTDP’s nomenclature.

The outcome indicators and matrix of Surabaya City Food and Nutrition Action Plan 2019–2021

There were two main outputs from the food and nutrition action plan development process by the MSF namely the outcome indicators and the matrix. There are two outcomes as stated in the National Food and Nutrition Action Plan. First outcomes are mainly associated with food commodities productions and the second target are related with the nutrition status improvement (Table 2). The matrix consisted of name of program, activities, output indicator and target per year. The outcome indicators and matrix referred to the provincial and national food and nutrition action plan, but also had to be adapted with the local characteristics of Surabaya city. The comparison of the outcomes indicator of Surabaya city food and nutrition action plan and the one from national action plan is presented in Table 2. The new activities as the results of the adjustment with the local characteristics of Surabaya city are shown in Table 3.

Conforming the Surabaya Food and Nutrition Action Plan with the City Mid-Term Development Plan

Since Indonesia adopts a decentralize governance system, development plan period is varied across sub-national governments. The city of Surabaya has issued its Mid-Term Development Plan (MTDP) for the period of 2016–2021. The development of the current food and nutrition action plan shall be matched with the city MTDP should it want to be funded by the local funding for the implementation.

This study observed that the three working groups harnessed their main activities to find and match their database, indicators, nomenclature, programs and activities with the nomenclature and priority in the city MTDP. However, this study found that not all of programs, activities, innovations and outcome indicators defined by the working groups matched the programs and activities defined in the MTDP.

DISCUSSION

Shifting technocratic to participative multi-stakeholders approach lead to an inclusive and implementable Food and Nutrition Action Plan

The study observed transformation from technocratic approach to a participatory engagement through the establishment of a multi-stakeholder forum (MSF). It was different from the approach used to develop the previous Surabaya City Food and Nutrition Action Plan 2011–2015 using a technocratic approach. Technocratic approach relies on experts’ data and judgements to make a policy document. It does not require planners to engage multisectoral actors in establishing a policy and action plan of development programs and activities. From this study can be inferred that engagement of multi-stakeholders is an effective way to gather insights on the condition and the needs of citizen on food and nutrition. The engagement of multi-stakeholder actors also resulted in an inclusive and grass-root demanded programs and activities. It has also shifted the focus of the previous food and nutrition action plan from nutrition specific interventions to address the first 1,000 d of life to wider aspects of food and nutrition sensitive interventions to meet the need of general population.

The MSF tailed to the existing organization such as City Food Security Council which was legalized by a Mayor Decree could facilitate a shared goal of many stakeholders to ensure city food and nutrition security both though specific and sensitive interventions.

However, there was a challenge of using the MSF mechanism. The changing representative and low attendance of MSF members to the workshops have thwarted the working groups to develop the action plan. At the end, informal communication and sharing data and documents through WhatsApp, off-regular meetings and technical assistance, particularly with regards to baseline data collection, provided by the facilitators with support from the City Development Office have been able to increase participation. Moreover, this study also observed the important of engaging right persons for each working group. For example, representatives from budget and planning unit would give more advantage to develop the action plan rather than representative from technical/implementation units because they fully understand the whole institution’s programs and their corresponding targets and beneficiaries.

Data acquisition also become hard during the process with the MSF working groups. Prior to and even during the workshops, facilitators frequently reminded and asked the members of working groups to bring the required data that would be used to set indicator targets in the action plan matrix. However, only few and sometime no one brought the data. Of the data presented, much was not well organized and had to be clean. The facilitators then paid a visit to each office to scrutinize and improve data collection with related staff in each office. Unreliable data has thwarted matrix development. From the first workshop to the third workshop, the matrix has changed several times. The changes were necessary to suit, match and correspondence the action plan with the city current food and nutrition situation and planned agenda.

Insufficient accommodation of urban context in the National and Provincial Food and Nutrition Action Plan required adjustment in the City Action Plan

This study found that it is difficult to translate the national mandate on food and nutrition policy to the city level when there is no clear and differentiated policy for urban area. The targets indicators set in the National Food and Nutrition Action Plan is more suitable for rural setting rather than urban because they focus of food production capacity. Urban area, including Surabaya, has insufficient capacity to self-produce the food. Therefore, the MSF shifted the Surabaya Food and Nutrition Action Plan targets to the maintaining food distribution, affordability and quality (safety). The shifting resulted in the distinguished outcomes indicators and several particular activities that are not included in the reference matrix of program and activities in the National and Provincial Food and Nutrition
Action plan (Table 2).

The outcomes focused on the supply index and price instead of production. These two outcomes were seen as a proxy for supply stability for the city customers such as Surabaya. In an open market economy like Surabaya, the price reflected equilibrium between supply and demand. It was also practical because price data was easier to be collected, monitored and maintained regularly by the City’s Trading Office and its related agencies. Additionally, the fish, medium grade beef and eggs were chosen as the proxy food commodities because they were primary protein sources widely consumed by the citizen of Surabaya. Besides that, their prices contributed significantly to the overall inflation in Surabaya. There were also the outcomes focusing the safety of fish, beef, fruits and vegetables as the proxy to ensure the quality of nutritious foods in the city.

While for the activities, the distinguished ones are mainly linked with the function of the warehouses and logistic authorities to maintain the food availability in the city. Besides that, there was also an activity to leverage collaboration with other regional government who become food supplier for Surabaya city (Government to Government partnership). This is obviously because foods in Surabaya come from many other areas outside the city and sometimes it is challenging to control the supply as well as the quality of food coming to the city. Therefore, the partnership with the related government may help to address the issue. However, this particular activity raised a concern for the MSF to determine the boundaries to which extend the partnerships can be built and this Action Plan can be applied because the food comes from various areas, even from different countries.

Eventhough the Surabaya Food and Nutrition Action Plan did not focus on the food production, the MSF proposed an urban farming activities to be included in the matrix. This activities is aimed to educate the citizen on how to harness any available space at their homes to produce food, especially vegetables, for family consumption. This initiative has also been done in the public spaces in Surabaya city such as roof top of city official offices and some schools in the city. Implementing the Action Plan required coherency with existing City Mid-Term Development Plan and Institutional Legal Support.

During the action plan matrix development, the MSF had to match the proposed program and activities with city MTDP so that the action plan implementation can be covered by the city government funding.

Unfortunately, not all the food proposed activities could be matched with the program and activities in the MTDP. This observation showed that nutrition issues were less prioritized among other urban development issues in Surabaya city. This is typical in the current urban situation where the development still focuses at other issues such as physical environment and settlement, economic and trade, health service delivery and natural disaster mitigation (13). The timing gap between the request of the national government to the city to develop the Sub-national Food and Nutrition Action Plan with the city MTDP also made some aspects for food and nutrition programs could not be accommodated.

This study learnt that matching food and nutrition action plan with the existing MTDP agenda and through strengthening the existing institution (city Food Security Council) would lead to an implementable action plan. Fail to match it with the MTDP would give no room for implementation even though it was mandated by the national policy.

Timing gap between the issuance of the national policy on food and nutrition and city MTDP has complicated the process to develop the action plan. However, the existence of non-government facilitators and robust leadership of the Surabaya City Development Planning Office dan Food Security and Agriculture Office in the MSF working groups has given ways to match the new action plan with the existing MTDP for easy implementation of the action plan. This study also observed that a national mandate stated in a ministry regulation did not have strong power to dictate city government to prioritize food and nutrition in their agenda. Considering that multi-sectoral engagement in food and nutrition action plan, this study viewed that a more powerful form of legislation such as Presidential Regulation or Presidential Decree would better obligate the city government to issue city Food and Nutrition Action Plan and prioritize food and nutrition in their long and mid-term development plan.

CONCLUSION

This observation of Surabaya City Food and Nutrition Action plan development process concluded several challenges. The shifting approach form technocratic to participatory MSF mechanism wasbeneficial to produce grass-rooted programs and activities, but the changing representative of the MSF members who attend the workshop and the difficulty in data required data acquisition have thwarted the process. There was also little urban context in the National Food and Nutrition Action Plan that was being used as the reference in the developing the Surabaya city action plan. Thus adjustment was needed both in the outcomes indicators, program, and activities. Last but not least, more powerful form of legislation such as Presidential Regulation or Decree would better obligate the city government to develop city Food and Nutrition Action Plan and prioritize food and nutrition in their long and mid-term development plan.

The completed Surabaya City Food and Nutrition Action Plan 2018–2021 then needs to be legalized by the City Mayor to ensure the implementation. Furthermore, the support for implementation, and especially, the monitoring are so that the planned benefits of the food and nutrition action can be experienced by the citizens in Surabaya.

Disclosure of state of COI

No conflicts of interest to be declared.
Acknowledgments

This is to certify that all authors have read and approved the manuscript being submitted. We warrant that the article is the Authors’ original work. We also warrant that the article has not been published and is not under consideration for publication elsewhere. This study was conducted with support from the Global Alliance for Improved Nutrition (GAIN), under the project of Urban Governance for Nutrition.

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