COLLABORATIVE ARRANGEMENT IN THE IMPLEMENTATION OF FOOD SECURITY POLICY IN INDONESIA

Muh. Firyal Akbar

Lecturer at the Department of Public Administration, Universitas Muhammadiyah Gorontalo, Address: Jl. AA Wahab, Pentadio Timur, Telaga Biru, Kab. Gorontalo 96183, Gorontalo Province, Indonesia

Alwi

Professor at the Department of Administration Science, Hasanuddin University, Address: Jl. Perintis Kemerdekaan KM.10, Tamalanrea, Kota Makassar 90245, South Sulawesi Province, Indonesia

Gita Susanti

Associate professor at the Department of Administration Science, Hasanuddin University Address: Jl. Perintis Kemerdekaan KM.10, Tamalanrea, Kota Makassar 90245, South Sulawesi Province, Indonesia

Zulfan Nahruddin

Lecturer of Governance Science, STISIP Bina Generasi Polewali, Indonesia

Abstract. *The purpose of this study is to analyze collaboration in the implementation of food security policies in Indonesia. This research method uses qualitative research design with a case study research strategy. The respondents in this study were: the Regent, officials, and employees of the Food Security Service; members of the DPRD (Regional People's Representative Council); business actors in the food sector; farmers (Farmer Group Association/Gapoktan); and the community as food consumers. In this study, the data collection techniques used were: observation, in-depth interviews, FGD, and document analysis. The results showed cross-sector collaboration in the implementation of food security policies and collaborative policy implementation involving various stakeholders including food agencies, agricultural agencies, sub-district/village governments, agricultural extension agents, POKTAN (farmer groups), and economic actors related to this. Conflict of interest between these stakeholders exists, and sectoral egos are still prioritized through stakeholders' respective programs. The result is that no program planning has emerged as a result of the accumulation of resources. Therefore, for the success of a policy that involves multiple actors, collaborative policy implementation is needed that enables a collaborative program to be created so that local food government can be realized to overcome food problems at both the local and national levels.*

Keywords: *collaboration policy implementation, cross-sector collaboration, food security policy.*

Reikšminiai žodžiai: *bendradarbiavimo politikos įgyvendinimas, tarpsektorinis bendradarbiavimas, maisto saugumo politika.*

Introduction

The development of studies on the management of public organizations today suggests that managers of public organizations can no longer rely solely on themselves in the process of implementing public policies. This is because they have to face complex problems, and many stakeholders possess competing and even conflicting interests. As such, managers need to cooperate with others in carrying out this task effectively and efficiently. Moreover, they do not have adequate resources – in terms of funding, technology, and information on implementation – so a collaborative process between both actors and sectors is needed (Alwi and Kasmad 2018).

Studies on cross-sectoral collaboration or collaboration between actors/stakeholders have many general models, including those of: Bryson, Crosby, and Stone (2006, 2015); Ansell and Gash (2008, 2018); Thompson and Perry (2006); Agranoff and McGuire (2003); Arganoff (2012); Provan and Kenis (2008); Emerson (2018); and Koschmann, Kuhn, and Pfarrer (2012). These general collaboration models have different approaches to explaining the collaboration process, and explain the collaboration process from different theoretical frameworks. Therefore, it is still very difficult to use them for cross-sector collaboration in certain fields, such as the implementation of food security policies, where the target group is those who are marginalized from an economic and political perspective. Up to the third quarter of 2016, Indonesia had imported 1.1 million tons of rice from abroad, with a value of US $ 472.5 million. Meanwhile, in the same period last year, the total was only 229,600 tons, with a value of US $ 99.8 million. In this case, rice imports, generally from Thailand, Vietnam, and Pakistan, experienced an increase of 46% (Performance Report of the Food Security Agency, 2016).

Based on BPS data in 2021, Indonesia's population is 273.87 million. By 2035 it is estimated that Indonesia's population will increase to 305 million, and Indonesia's growth rate is predicted to increase every year by 1%. Based on this increase in population, there is the potential for a food crisis. A high, linear increase in population with a higher demand for food that is not balanced with an increase in the amount of food commodity production will have an impact on this food crisis. Then, other private/trade stakeholders will think only in terms of extracting profit. This phenomenon shows the complexity of the implementation of public policies, which causes the success of implementation to vary widely between different places at different times (Pülzl and Treib 2017).

Based on the above, this research is different in terms of scope and substance. The novelty of this research in terms of scope, substance, concept, and theory is that it seeks to organize and integrate stakeholders across sectors to improve the performance or success of achieving the goals of public policy. The purpose of this study is to analyze collaboration in implementing policies related to food security in Indonesia. This research is very urgent in the development of public policy studies in the implementation of food governance, which can give birth to a new theory of policy implementation from the perspective of collaboration between organizations that still prioritizes local values and culture.

Literature Review

Collaborative governance is a type of governance in which public and private actors work collectively in different ways, using specific processes and establishing laws and regulations for the provision of public goods. In this method of governance, public stakeholders sit together with related parties (private and public) to make a public decision which is the result of consensus through face-to-face dialogue (Ansell and Gash 2008). In the development of collaborative studies, several models of collaboration have been expressed by several experts who have shown that the

principle of collaboration must be built by a common vision, high commitment, mutual trust, and other matters related to the implementation of the collaboration itself. Collaborative models have been expressed by Ring and Van de Ven (2019), Hsieh and Liou (2018), Ansel and Gash (2017), and Emerson (2018). Ansell and Gash (2018) described four main dimensions in their collaboration model, namely: initial conditions, institutional design, facilitative leadership, and collaborative processes. Each of these variables can be reduced to sub-variables. A collaboration model stage is important to consider as a strategy in the management of a public affair. Even though the collaborative process is difficult to implement because of the characteristics of each stakeholder, Ansell and Gash (2018) further proposed criteria that serve as indicators of collaboration process models, such as: face-to-face dialogue, trust building, commitment to process, sharing understanding, and intermediate outcomes.

The collaboration model expressed by Bryson, Crosby, and Stone (2015) is called cross-sector collaboration (CSC). According to them, the CSC model is interesting to study because it is assumed that in society there are various complex public challenges that need to be resolved. In the context of the implementation of food security policies in Indonesia, this paper uses the dimensions of the cross-sectoral collaborative process expressed by Bryson et al. (2017).

Methods

This research took place in Bone Regency, South Sulawesi Province, Indonesia. The design of this research is qualitative, with a case study research strategy. The use of this research design is to reveal the implementation of food security policies based on the context. In the first stage (2019), this research used explorative study methods, while in the second stage (2020) explanative methods were used. The respondents in this study were: the Regent, officials, and employees of the Food Security Service; members of the DPRD; business actors in the food sector; farmers (farmer groups/Gapoktan); and the community as food consumers. In this study, the data collection techniques used were: observation, interview, in-depth interview, FGD, and document analysis.

The determination of data analysis was based on research objectives, where the first stage of research used data processing, namely: data reduction, data presentation, and conclusion and data analysis using descriptive analysis of cases and their settings. Data validation was carried out by free interviews with key respondents. The second phase of research was conducted using pattern matching techniques, explanation making techniques, and time series analysis techniques.

Results

The Performance of Food Security Policy Implementation in Bone Regency

The implementation of programs from the central and regional governments is the responsibility of the Food Agency as the leader in maintaining the sustainability of food availability, distribution, and consumption. The stakeholders involved each have roles and activities in collaborating. The following are the roles of stakeholders in the implementation of food security policies in Bone Regency.

Table 1. **The Roles of Stakeholders in the Implementation of Food Security Policy** *in Bone Regency*

Stakeholders	Stakeholders' Roles in Policy Implementation
Government: Food Security Service	• Maintaining the availability and handling of food-insecure areas • Providing seed assistance to farmers • Overseeing the distribution system and maintaining food price stability • Encouraging the diversification of community consumption of food plants
Government: Food Crops, Horticulture and Plantation Service	• Encouraging the increased production of food crops • Providing fertilizer, seeds, and agricultural technology to farmers • Encouraging the processing of food crops and ensuring marketing
Village/District Government	• Encouraging the community to take advantage of their yards • Encouraging the diversification of people's food consumption
Agricultural Extension	• Assisting and fostering the activities of farmer groups (Poktan) • Providing farming knowledge to farmers (knowledge sharing)
Farmer group (Poktan)	• Conducting food crop planting activities

Source: Data reduction, 2019.

Based on Table 1, the government, through the Food Agency and Agriculture Agency, has the role of providing seeds, agricultural technology, and fertilizers to farmer groups. Until now, the government has provided seeds, agricultural technology, and fertilizers to farmer groups distributed across 27 sub-districts of Bone Regency. The role of the village head/sub-district head in this program is to provide socialization and encourage the spirit of farmer groups to carry out planting activities and use the harvest yields obtained.

The Integration of Cross-Sector Collaboration in the Implementation of Food Security Policies in Indonesia

The cross-sector collaboration process developed by Bryson, Crosby, and Stone (2015) emphasizes 6 important aspects: (a) forging agreement; (b) the role of formal and informal leaders; (c) building legitimacy; (d) building trust; (e) managing conflict; and (f) planning.

The Designed Agreement: Forging Agreement

Agreements designed in collaboration include formal and informal agreements. The formal agreement that is built is an important factor and has advantages in supporting collaborative accountability (Donahue 2018). Forging agreement consists of a goal, a mandate, and the commitment of resources (Bendtsen, Clausen, and Hansen 2021). The food security policy aims to fulfill food from the state to individuals, which is reflected in the availability of food that is good enough in terms of quantity and quality, nutritious, evenly distributed, and affordable so that people can

live healthy, active, and productive lives in a sustainable manner (Food Law Number 18 of the Year 2012). This policy is a complex problem that requires the collaboration of various actors and stakeholders across sectors because it cannot be resolved by one government organization alone. The cross-sector stakeholders involved in the implementation of the policy will each receive a clear mandate and role so that there is no overlap and so that the task will be carried out effectively.

The role of agencies in providing an adequate budget amount also becomes an obstacle in designing collaborative agreements across sectors for food security policies. In fact, building an agreement involving all stakeholders is one of the most important elements that have an impact on the collaboration process (Ansell and Gash 2018; Bryson et al. 2017). Various collaborative studies emphasize the importance of a participatory agreement-building process that involves all stakeholders in order to reach an agreement or resolve problems (Ansell and Gash 2018; Bryson et al. 2017; Homsy, Liu, and Warner 2019; Hodgkins et al. 2019).

Designing an agreement is important because it is an initial process in building cross-sector collaboration; therefore, the form and content of the agreement between actors and the process used to formulate an agreement greatly affect the results of the collaboration (Bryson et al. 2017). Although all actors have a common understanding of the goals of the collaboration, if an agreement is not reached between them, then it will not be possible to continue collaboration at a later stage (Schruijer 2020).

The Role of Formal and Informal Leaders

Collaboration provides a variety of formal and informal leadership roles (Hsieh and Liou 2018; Crosby and Bryson 2018). In addition, the role of a formal leader (building leadership) is an important element in the cross-sector collaboration process. The key role of a leader consists of sponsors and champions (Bryson, Crosby, and Stone 2006). Sponsors are individuals who have authority and access to resources even though they are not intensively involved in the collaborative process. Meanwhile, a champion is an individual who intensively focuses on the collaborative process and achieving the goals of collaboration.

Based on the results of cross-sectoral collaborative research in the implementation of food security policies in Bone Regency, which plays a key role as the leader of the collaboration consisting of sponsors and champions (Bryson et al. 2017), the Regent acts as a sponsor, head of the Food Crops, Horticulture and Plantation Service, and head of the Food Security Agency. As a champion, the Regent of Bone Regency has the authority and responsibility to use resources in the cross-sector collaboration process as well as acting as the regional leader. Resources in the form of budget allocations are made available for food security policies. This is in line with research by Alwi, Aslinda, and Susanti (2019) which showed that the performance of food policy implementers is still weak, and the cross-sector collaboration process has not been effective.

Meanwhile, the champion in this cross-sector collaboration is the head of the Food Security Service, who is involved in and contributes greatly to the process of implementing food security policies such as by organizing, monitoring, and evaluating the implementation of activities to use yards for food crops and socializing the diversification of food consumption in Bone Regency. The role of the head of the Food Security Office in this policy tends to be small and less active so that they do not contribute significantly to the success of policy performance. The role of the champion is very important because, as the leader of a government organization implementing policies, they have authority and access to resources. Cross-sector collaboration has a greater chance of being successful when formal and informal leadership, including sponsors and champions at various

levels, show commitment and alignment with policies (Bryson et al. 2017).

Building Legitimacy

As stated in institutional theory, organizations will strive to obtain the resources needed to survive (maintain organizational sustainability); therefore, it is necessary to build legitimacy by utilizing appropriate structures, processes, and strategies for the institutional environment (Deephouse et al. 2017). However, when the entity is newly organized it is a network-based organization. Thus, the entity is not automatically recognized by internal or external parties as a legitimate organizational entity because it is less understandable and recognizable than traditional organizations, such as bureaucratic structures (Bryson et al. 2017). Building legitimacy, as stated by Bultrini (2019), requires 3 dimensions in the network: network legitimacy as a form that can attract internal and external resource support; the legitimacy of the network as an entity that can be recognized by internal and external parties; and network legitimacy as an interaction that builds trust between members in order to communicate freely in a network. The dimension of building legitimacy in relation to cross-sector collaboration in the implementation of food security policies is a process of creating legitimacy among collaborating stakeholders. Legitimacy between the Food Crops, Horticulture and Plantation Service, Food Agency, district/village government, agricultural extension workers, and farmer groups must be achieved.

Building Trust

A relationship of trust between stakeholders across sectors is the essence of collaboration. Building trust includes individual behavior, confidence in stakeholder competence, expected performance, and a common bond and sense of goodwill (Chen 2021). The implementation of food security policies based on cross-sector collaboration shows that stakeholders share information and knowledge about programs and activities related to food security. The process of building trust has not been optimal because the government has not fully believed that people's mindsets can change, resulting in a significant increase in food crop production. In the collaborative process, all actors need to build trust in each other as a condition for success so that the joint efforts of stakeholders, including non-state actors, work together in overcoming complex problems through collective decision making and implementation (Wang et al. 2019; Getha-Taylor et al. 2019).

Managing Conflict

Conflicts in collaboration arise due to differences in the goals and expectations that make stakeholders interested in being involved in collaboration (Bryson, Crosby, and Stone 2006). Managing conflict is one of the most important factors in collaboration. Conflicts can arise as a result of the different interests and expectations of collaborating stakeholders. In addition, conflicts will arise if the levels of collaborating organizations are not equal. To avoid conflict, stakeholders should use resources and involve other stakeholders fairly and equally, such as by educating/explaining important concepts, information, and methods to other stakeholders (Keast et al. 2004). Cross-sector collaboration in food security policy involves various stakeholders including the Food Agency, sub-district/village government, agricultural extension agents, and POKTAN. To date, there has never been conflict between these stakeholders. These stakeholders each carry out their duties according to their role in implementing food security policy. Conflict is common in cross-sector collaboration, but this can be resolved when stakeholders use resources and strategies to maintain a balance of power and manage conflict effectively (2006).

Planning

Planning in collaborative organizations is one of the most important things in order to achieve goals. Articulating the mission, goals and objectives, roles and responsibilities, phases and stages, and implementation in a careful and planned manner are important factors in achieving goals (Schnugg 2019). This approach is also referred to as "planning from goals" (Ackerman et al. 2019). The second approach, also referred to as the "sudden" approach, is called "planning from thrust" (Ackerman et al. 2019). Cross-sectoral collaborations are more likely to be successful when they combine planning that is both intentional and that emerges suddenly; deliberate planning is emphasized more in mandated collaboration, and emergent planning is emphasized more in unmandated collaboration. Cross-sector collaborative research on the implementation of food security policies in Bone Regency shows that planning has been arranged and performed in a structured manner by articulating the mission, goals, objectives, roles, and responsibilities of each stakeholder in cross-sector collaboration.

Conclusion

The implementation of food security policies has not been effective. This is due to the lack of collaboration in the implementation of food security policies that could synergize internal and external government stakeholders. This can be indicated by the absence of both stakeholder agreements relating to the achievement of objectives and resource commitments that would support this implementation. Likewise, the roles of sponsors and champions have not mobilized input resources and have not synergized stakeholders, so there has not been any legitimacy or trust achieved between them. Conflicts of interest between stakeholders still exist, and they continue to prioritize sectoral egos through their respective programs. The result is that no program planning has emerged as a result of the accumulation of their resources. Therefore, for the success of a policy that involves multiple actors, collaborative policy implementation that enables a collaborative program to be created is required. This would enable a local food government to be realized to overcome food problems at both the local and national levels.

Authors' Contributions

The research team worked well together in the process of writing and publishing this article. The first author acted as a contributor of ideas and themes, and directed the substance of this article. The second author was tasked with collecting literature, looking for field data, and interpreting the results of the analysis. The third author was responsible as an editor and reviewer for the paper, provided conclusions, and carried out the finalization of the paper before it was sent to the publisher.

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Muh. Firyal Akbar, Alwi, Gita Susanti, Zulfan Nahruddin

Bendradarbiavimas įgyvendinant maisto saugumo politiką Indonezijoje

Anotacija

Šio tyrimo tikslas *– išanalizuoti bendradarbiavimą įgyvendinant maisto saugumo politiką Indonezijoje. Pasirinktas kokybinis tyrimas. Šio tyrimo informantai buvo Reagentų išgavimo tarnybos darbuotojai, Maisto saugumo tarnybos pareigūnai ir darbuotojai, DPRD (Regioninės liaudies atstovų tarybos) nariai, taip pat verslininkai, dirbantys maisto sektoriuje; ūkininkai (ūkininkų grupės asociacija / GAPOKTAN) ir bendruomenė kaip maisto vartotojai. Šiame tyrime taikyti duomenų rinkimo metodai: stebėjimas, klausimynai, išsamūs interviu, FGD ir dokumentų analizė. Rezultatai atskleidė, kad, tarpsektoriniame bendradarbiavime, įgyvendinant aprūpinimo maistu politiką arba bendradarbiavimo politiką, įtraukiamos įvairios suinteresuotosios šalys, įskaitant maisto agentūras, žemės ūkio agentūras, seniūnijų / kaimų vadovybes, žemės ūkio plėtros agentus, POKTAN (ūkininkų grupes) ir su ekonomine veikla susijusius veikėjus, vis dar egzistuoja interesų konfliktas. Pagal atitinkamas programas kiekvienas sektorius nori, kad jam būtų suteikta pirmenybė įgyvendinant maisto saugumo politiką. Tyrimo rezultatai parodė, kad stringa sukauptų maisto išteklių programos planavimas. Todėl norint sėkmingai įgyvendinti maisto saugumo politiką, apimančią įvairius dalyvius, reikia suderinti veiksmus ir sprendimus, sukurti bendradarbiavimo programą, kad būtų galima suteikti galimybes visiems atsakingiems už maisto saugumą dalyviams (institucijoms ir asociacijoms) siekti įveikti maisto saugumo problemas tiek vietos valdžios, tiek nacionaliniu lygmenimis.*

Muh. Firyal Akbar, lecturer at the Faculty of Social and Political Sciences at Muhammadiyah Gorontalo University, Indonesia.
E-mail: firyalakbar@umgo.ac.id
Alwi, professor at the Department of Administration Science at Hasanuddin University, Indonesia. E-mail: alwifisip@gmail.com
Gita Susanti, lecturer at of the Department of Administration Science at Hasanuddin University, Indonesia.
E-mail: gitasusanti65@gmail.com
Zulfan Nahruddin, Lecturer of Governance Science, STISIP Bina Generasi Polewali, Indonesia. E-mail: zulfanahruddin@gmail.com

Muh. Firyal Akbar, Muhammadiyah Gorontalo universiteto Socialinių ir politikos mokslų fakulteto lektorius, Indonezija.
E. paštas: firyalakbar@umgo.ac.id
Alwi, Hasanuddin universiteto Administravimo mokslų katedros profesorius, Indonezija.
E. paštas: alwifisip@gmail.com
Gita Susanti, Hasanuddin universiteto Administravimo mokslų katedros lektorė.
E. paštas: gitasusanti65@gmail.com
Zulfan Nahruddin, STISIP Bina Generasi Polewali kolegijos vadybos mokslų lektorius, Indonezija.
E. paštas: zulfanahruddin@gmail.com