
Sustainable Food Reserve Program as Policy Intervention for Food and Nutrition Security in East Java, Indonesia: Roles of Officials and Local Actors

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ABSTRACT

This paper analyses the implementation of a sustainable food reserve program that empowers the community by mitigating the adverse impacts of malnutrition in Indonesia. This paper adopted an actor- and institution-centered communication approach to analyze the stakeholders, directly and indirectly, engaged in implementing the program. East Java province was selected as the sample of the study. Results of the analysis show that the communications of actors and institutions played dominant roles in the program implementation. In the early implementation stage, the dominant roles of actor and institution communication were strongly required in a new program intervention to guarantee smooth implementation. Government officials played a significant communication role at the provincial level. At the grassroots level, the main actors were women leaders of household prosperity education and farmer leaders. Agricultural extension officials dominantly communicated between provincial and grassroots levels. Institutions must start reducing dominant roles and appointing local cadres to replace and reduce dependency on the institutions.

Keywords: actor- and institution-centered approach; extension official and services; public policy and sociological aspects

INTRODUCTION

Undernutrition-related effects such as stunting, being underweight, and wasting are the main malnutrition concerns in Indonesia. The country also faces an increasing double burden of malnutrition. It was reported in 2013 that the prevalence rates of obesity were 11.9% among children under five years of age, 19.7% among men, and 32.9% among women. There is increasing evidence of a strong link between early malnutrition (under or overnutrition) and nutrition and health outcomes later in life, including obesity and non-communicable diseases. The cost of treating such diseases increases rapidly

later in life, particularly compared to preventing malnutrition in young children (Shrimpton & Rokx, 2013). At the national level, the impact of stunting on economic development has been revealed that that stunting is the most important determinant of human capital and economic growth (Black et al., 2013). Currently, the level of stunting slightly drops, but the level is still considered high (Haskas, 2020; Kuswanti & Azzahra, 2022).

Malnutrition strongly relates to the insecurity of food and nutrition at the same time. Regarding the emergence of the problems of food and nutrition insecurity faced by many countries up to the 1990s,

the World Declaration and Action Plan for Nutrition were adopted at the International Conference on Nutrition (ICN) in 1992. Since the implementation of the ICN, progress in establishing food security and reducing hunger and malnutrition has occurred, but overall, it still accomplishes unexpected outcomes. The global and national economic crises in 1997 and 2008 extended the severity of hunger and malnutrition. With this situation, Indonesia has shown efforts and hard work to reduce hunger and malnutrition by prioritizing the development of food and nutrition security programs in various policy documents (MOA, 2013).

Agriculture, food, and nutrition are among the program priority of the Indonesian government. In the new millennium, food and nutrition security policy also become part of the National Long-Term Development Plans of 2005-2025 declared through Law 17/2007. In the implementation plan, the government develops action plans to accelerate better food and nutrition security accomplishment at household and individual levels. The National and Regional Plans of Action to strengthen food and nutrition security have been developed as part of international commitment to the High-Level Panel of Eminent Persons on the Post-2015 Development Agenda. As well Indonesian government has issued several policies such as Food Security, the National Plan of Action and the Regional Plan of Action for Food and Nutrition, National Movement Nutrition Awareness and the Global Scaling Up Nutrition Movement, the First 1,000 Day of Life Movement directed by Presidential Regulation No 42/2013, and even revised the Food Law No. 7/1996 to new Food Law No. 18/2012 to not only strengthen national food security but also to achieve food self-sufficiency and food sovereignty to achieve better food and nutrition security at national, community, household and individual levels (DKP, 2015).

The government launched an intervention to balance food consumption patterns through Sustainable Food Reserve Programme. As the unbalanced

dietary pattern is one of the causes affecting food and nutrition insecurity, the program is expected to mitigate the adverse impact of malnutrition. The program was initiated in 2011 as a prompt response to a shocking food price triggered by an extremely high price of chili. The price shock has resulted in other food prices because chili has an essential role in daily Indonesian diets. World food prices had experienced a 30% increase leading to domestic food inflation averaging 10% in the first two months of 2011, leading to 64.4 million Asian people trapped in poverty. The impact of the increase in world food prices is an increase in the poverty level for 25 Asian developing countries, including Indonesia (ADB, 2011).

Implementation of the program has been running for seven years since its launch. Many households have been engaged in the program. So far, the program is considered successful. Many studies show the success and effectiveness of the program in reducing malnutrition. Women's participation predominantly brought about success (Mj, 2018; Oka et al., 2016). The successful program was supported by suitable program innovation, helpful agents of change and effective communication with the role of society (Sari et al., 2016), and good participation and awareness of communities toward the program (Tyas, 2019).

Consumption pattern approaches to balanced foods, energy, and protein sufficient index improves, and household economic enhances. The program has increased food consumption (Aji & Shiolilah, 2017), and vegetables and fruits contribute to balanced food consumption (Swasono & Cholilah, 2017). When the food supply is surplus, the households sell the harvests for cash (Syam et al., 2018). This also improve food security when urban farming develops (Indah et al., 2020). Vegetables were the most-cultivated crops in the program (Wardoyo et al., 2013) and contributes significantly in the success (Wijaya et al., 2021a). The fresh harvest of vegetables is considered

organic (Tando, 2018) has economic value (Mariyono, 2018), source of nutrition (Latifah et al., 2014) and potentially generates income for the participating households (Mariyono, 2019; Wijaya et al., 2021b).

However, the participation rate of the household is still moderate (Nasriati et al., 2018). Many factors affect participation. Knowledge, spare time, and available space were identified as the factors (Purwami et al., 2018; Sukanata et al., 2015). As the adoption rate is considered high for the participating households (Ramadhani, 2022), the program could potentially have a high impact. There is a need to increase the participation rate to disseminate the program's benefits.

Note that the program's success story demonstrated by the above papers does not adequately analyze the sociological aspects of the main actors and institutions engaged in the program, and the analyses that show the roles of institutions and central actors in the program's implementation are still limited. This study is to analyze the roles of institutions and key actors behind the success and effectiveness of the program using the actor- and institutional approach. This study is expected to fill the current gap, such that policymakers can formulate appropriate policies to improve program implementation.

METHODS

This study purposively selected East Java province as a case study. This study was conducted in 2018-2020 for the program implementation of the 2012-2018 period, when the program was under Assessment Institute for Agricultural Technology (AIAT) and Food Security Agency (FSA) East Java. This province was selected because of the following reasons. East Java was the first province that conducts a pilot project related to the program. East Java has a moderate problem related to malnutrition and the diversity of communities. The model of sustainable food reserve was initiated by the AIAT of East Java, in collaboration with that of Bali.

This paper adopted and adapted the method of actor-centered analysis (Hermans & Thissen, 2009; Marks, 1996; Mekusen, 2003). This method can identify the strength and weaknesses of public program interventions that involve many actors and institutions at various levels. This approach emphasizes on the strategic power of interested actors to use institutions persistently to engage in their interests (Petersohn et al., 2015). Actor-centered institutionalism recognizes the role of institutional frameworks in shaping an actor's behavior. These actors have flexibility in how they use opportunities offered by the institutions in which they operate (Scharpf, 2017).

Data and information related to the program compiled from AIAT and Food Security Agency (FSA) of East Java; Agricultural District Services of selected districts, Sub-district extension service of selected sub-districts, and local government officials at village levels of selected villages; public figures at the village level, farmer groups, and woman group at village levels. Data were collected by interviewing the person in charge at every level and synthesizing actualities from many reports issued by relevant national, provincial, and district institutions.

RESULT AND DISCUSSION

The Role of Actors and Institutions

The sustainable food reserve program in East Java Province involved many actors (stakeholders). Each actor had different roles and interests related to the program activities. The actor's role and interests depend on each actor's main tasks and functions. To find out what actors got involved, have roles, and are interested in the program activities, it is necessary to identify the actors and evaluate each actor's main tasks and functions. Broadly speaking, the actors can be classified into actors from the elements of government agencies, the private sector, partners, the community as the targeted group, and non-governmental organizations (NGOs). At the same time, the elements of government are distinguished from elements which include the executive

(president), central government, the local government of East Java province, the Ministry of Agriculture, and implementing government agencies.

Interview Mr. Syf (Chairperson of the East Java AIAT program, 2011-2015 service period), said that "because the number of villages in several districts and municipal areas of East Java province needs urgent handling, coordination among stakeholders, especially agencies involved as a whole is highly required to prioritize the principles of togetherness and compactness. For this reason, it is necessary to divide the working areas of each agency; the total number of implementation units handled by AIAT is 35 villages from 38 districts in East Java Province".

At the national level, the head of the food security agency coordinates the relevant agencies, including the relevant ministries/institutions, the private sector, and related stakeholders, to facilitate the program activities. The party responsible for activities in the regions is the department or work unit that handles food security at provincial and district levels, involving relevant agencies and services such as those that handle agriculture, animal husbandry, fisheries, health, education, trade, universities, non-governmental organizations (NGOs), and social organizations such as welfare household education (PKK) at village level. Regular coordination is required from the village, sub-district, district or city, and province to the central government levels to accelerate program activities' implementation.

Interview with Mr. Syf (Vice Director of the East Java Regional AIAT program 2011-2015) stated that: "The then president first sparked the existence of the program, Dr. Soesilo Bambang Yudoyono (president during the 2009-2014 term of service) through the ministry of agriculture for it was then sought to

be followed up by the Governor of East Java at that time (Mr. Soekarwo), who was subsequently acquired by the FSA of East Java Province on an ongoing basis and collaborating with the East Java AIAT as a co-organizer. He continued in 2015-2018 AIAT East Java as the main implementer and independently conducted the program with several partners and beneficiaries".

In the implementation of the Sustainable Food Houses Area program in East Java province, each actor has different levels of involvement. The implementation of program activities is a joint task between the central government, regional governments, and the community. Following the new spirit and paradigm of development, the role and participation of the community in program activities must be prioritized as the main actors determining the program's success. The role of government is limited to the functions of service, support, facilitation, and motivation. Laws related to food and food diversification have opened opportunities for the involvement of elements of government agencies, which include the central government, the government of East Java Province, local governments, ministries of agriculture, and implementing government agencies such as AIAT, the private sector, working group-3, PKK, food security office as the field coordinator, the community as the target group, academics and NGOs as escorts. Coordination among agencies is required for smooth and successful program activities in East Java Province.

Based on observation and documentation at AIAT East Java, it was found that AIAT East Java managed data on technical guidelines for implementing the program. The classification of actors/stakeholders based on their involvement in the program is as follows. Stakeholders (actors/stakeholders) can be classified into actors from government agencies, both central and regional, private parties, partners, the community as the

targeted group, and NGOs. The government element is distinguished from the elements, which include the central government implementing the regulator function in the program, the regional government of East Java Province, the ministry of agriculture, and the implementing government agency.

1. Central Government (President as Executive). The originator of the program, followed up by the governor as the local government at the provincial level
2. Indonesian Agency for Agricultural Research and Development (IAARD) of the Ministry of Agriculture. This agency is tasked with compiling a concept called the "House of Sustainable Food Area Model", which are households with the principle of using environmentally friendly yards and designed to meet the food and nutritional needs of families, diversification of food based on local resources, preservation of food crops for the future, as well as an increase in income which will ultimately improve the welfare of the community.
3. Directorate Generals of Commodities under the Ministry of Agriculture. The agency within the Ministry of Agriculture's scope is tasked with developing the program model following the agency's main duty and function.
4. FSA of East Java province. Technically, this agency, at a regional level, together with the provincial government, coordinates related agencies, both related ministries/institutions, private parties, and related stakeholders to facilitate the program activities. To facilitate coordination at the local government level, the FSA established the Office of Food Security at the district and municipal levels.
5. AIAT of East Java province. This agency has a very significant role because aside from being the leading implementer of the program activities, it is also responsible for the program's sustainability. At the beginning of the program activities in 2011, AIAT developed one to two locations. Subsequently, from 2012 until 2015, the

average replication was carried out for four locations in each district or municipal area. Meanwhile, several provinces have budgeted for two to three groups/villages per district regarding the concept piloted by AIAT. However, given that the concept is only based on one very small trial, efforts to continue to evaluate the concept's improvement must be carried out continuously so that this program can deliver the expected results.

6. Sub-district and village governments. Subdistrict, village, and village governments are an extension of the regional government and have a very influential role in the implementation of program activities. Subdistrict, village government agencies play a more significant role and task with replicating activities to other locations because, in this agency, they know more locations that need program activities and are per the needs of their citizens.
7. Companion for program activities. Assistance with program activities in the targeted groups was conducted to improve program performance. The companion of program activities at the village level was extension officials appointed to assist the targeted groups of program activities. Universities and NGOs also provided supervision. The roles and tasks of this institution were limited to escorting and supporting the program activities. Sometimes, the private sector was a partner responsible for procuring infrastructure and facilities for program activities, including the availability of seeds, seedlings, and other agricultural equipment. The position of partners is very potential for the sustainability of program activities.

Assistance in the program to achieve food sovereignty targets is very important. To reach a greater impact of community empowerment, many things must be considered in assisting the program. First is the dimension of mentoring time. It needs to create an awareness in the community that the assistance, especially for those who come from outside the community, was only temporary.

Assistance is facilitative catalysis to accelerate the process. Therefore, assistance must be limited and may only last for a while because it will cause weak dependence.

Interview Mr. Ptui, the Assistant Officer in the program activity of the AIAT East Java Province, stated: "The dependency of the targeted community of the program is very high on the companion and field staff members, so that when the officers are unable to attend due to other businesses in other places, the plans stop, and this causes activities not to run following the main tasks and functions".

Operational steps and assistance procedures by the AIAT of East Java province in the program include the production and distribution of seeds/seedlings and other planting materials, resource persons in-class meetings and workshops, and preparation of extension materials such as manuals or technical instructions, leaflets, as well as broadcast materials.

The implementation of program activities can be sustainable if the field officers or agricultural extension officials have been actively involved in implementing the program from the planning, implementation, and evaluation of activities. The involvement of field officers or extension officials is needed to facilitate the program's process and continuity that can be applied based on identifying the area's needs and preparing group activity plans.

The integration of relevant actors in the program's implementation can also trigger the emergence of local champions, which can be seen automatically at the start of a program being launched or socialized. The motives for the emergence of local champions include participatory levels, curiosity about something new, enthusiasm for applying information technology and gaining value in the material and non-material benefits. If the local champion has emerged, it is a sign that a program can be started.

Local champions are a program's driving force and are usually more than one person. Examples that are most often found in the field are village heads or local village officials, leaders of farmer groups/heads of farmer associations, heads of women farmers, PKK leaders, and community leaders. Their existence is highly expected to involve because they significantly contribute to the smooth running of the program. Therefore, field officers should always interact intensively with them to ensure the program is smooth and sustainable.

An interview with Ms. Hnk AD, a daily implementer of the East Java AIAT program (2015-2018 service period), revealed that "Many nursery units at village levels are not functioning properly because of the very dominant role of local champions; seeds and seedlings are not evenly delivered to targeted groups, as many community members of the beneficiaries did not get what they need".

The village-level nursery unit is an essential aspect of the program, aimed at producing seeds and seedlings of various seasonal crops to support the optimization of the program. The location of the nursery unit was determined in a participatory manner by involving farmer group managers, women farmers, village-hamlet officials, and community leaders (local champions). The location of the nursery unit can be on land owned by the village and its members, according to mutual agreement. The materials used to construct the nursery unit should use materials available on sites, such as bamboo and local woods. In order to operate the nursery unit, it is necessary to form an institution that manages it, where the members deliberately determine the management.

Interviews with women groups implementing the program through group discussions found many issues regarding the difficulty of obtaining seeds and seedlings to

grow crops in their respective yards. The difficulty of getting seeds and seedlings is because of the dominance of the control over the program assets, namely seeds, and seedlings. This is reflected in the many complaints, as objected to by Ms. Mwt (housewife), one of the group members. She said, "I had difficulty getting seeds (and seedlings) planted in my yard. Previously, it was easy for me to get the seeds, but now it is not easy because I have to buy the planting materials. Why is there a program if I have to buy the seeds?".

The existence of the nursery unit is vital because its management must be with group collaboration. The nursery unit is an area or garden belonging to a group that is functioned as a place for producing seeds and seedlings. The nursery products were intended for replanting demonstration plots of groups and yards belonging to members and village communities. The FSA and AIAT of East Java province optimized the roles along with local champions to motivate and transfer knowledge and skills, such that the program results in economic added value.

The classification of actors based on their involvement in the program is that each actor has a different level of involvement. It starts from the role of the executive (president) as the originator of the program, followed up by the regional government, in this case, represented by the governor as an executive at the regional level. Henceforth the Ministry of Agriculture formulates and builds the model of a home garden; the development of the model is in line with the agency's primary duty as a resource and escort of technological and institutional innovations. The role of the executive (head of state/president) and regional head at the provincial level (governor) is very strategic for the program's sustainability. Coordination between actors/stakeholders, especially agencies involved, is needed to prioritize the principles of togetherness and solidarity.

For this reason, it is necessary to divide the working areas of each agency. The large number of villages that AIAT must handle in the whole of East Java province requires intense collaboration between related institutions/agencies; what happens is each road individually, wherein several villages in one district are managed by several institutions so that overlap tasks and activities become disorganized.

Strategic actors that significantly influence the implementation of the Sustainable Food Home Area program are the Head of the East Java Province who leads the local government office. The governor will assist local leaders in making program designs, following up on policy programs, and coordinating the work of local departments and technical institutions. The Regional Government of East Java Province is responsible to regional leaders for implementing their duties and obligations. The primary responsibility of the provincial head is to assist the regent in formulating, implementing, leading, coordinating, fostering, and controlling many tasks related to the policy program that the head of state has formulated as the originator of the program. Thus the governor and deputy governor, regent and deputy regent, or mayor and deputy mayor are local leaders who must follow up jointly with the program.

The involvement of field officers or extension workers is needed to facilitate the process and sustainability of the program, which can be applied based on the identification of regional needs and the preparation of group activity plans. The dependency of the targeted community is very high on the companion and field staff. The planned activities stop when the officers cannot attend due to other tasks (Sundari et al., 2021). This causes the activities to run differently than the duties and functions. This is one of the factors causing the work of the program not to run correctly. The role and task of accompanying program activities in East Java province are crucial to the sustainability of the program. Assistance in

the guide is also carried out to develop the yard's potential.

The Ministry of Agriculture then views assistance and escort as an essential factor in achieving the objectives of the program in several provinces, especially in East Java Province. For this reason, it is needed first is the dimension of assistance time. Awareness must be made to the community that technical assistance, especially facilitators from outside the community, is just temporary. Facilitation is facilitative in the process of program translation and socialization. Nevertheless, it was found in many cases in several villages. The strong dependency of the program-targeted community for mentors is very high. Secondly, wherever possible, the facilitator needs to carefully explore, utilize and develop the community's physical, human, and social capital available. Therefore, the facilitator needs to intensely develop the capacity of existing local human resources so they can later act as a companion for the community. In other words, the process of program activities and location-specific agricultural technological innovations can make a real contribution to the program area, and the implementation process should adhere to the principle originating from the targeted communities of the program activities (users of technology) and ends at the targeted community (technology user) program activities.

Regarding the number of cases and inequality of nursery units that did not function, the very dominant role of local champions, seed assistance, should be directly distributed to the targeted groups. This reduces inequalities, where many beneficiary members still need their rights. The difficulty of getting seeds and seedlings is because of the dominance of the control over the program assets, namely seeds, and seedlings. This is reflected in the many complaints of difficulty getting seeds to be planted in the yard. Previously, it was easy for them to get seeds and other planting materials, but it was no longer the case because they had to buy.

By looking at the roles and responsibilities of each actor in the program activities, work priorities and maximum work achievement must be prioritized by several stakeholders. Prompt actions are needed; among others, the government should create a framework of similar policies/programs so that the implementation is consistent, making the program performance not optimal. The tasks and functions of each stakeholder are clear, but the implementation in the field becomes ambiguous because of the existence of other similar programs and their implementation simultaneously; it is better to have a priority scale. Mentoring, meeting, or socializing the use of the yard to the target community groups should be done at least eight times a year with material focused on managing food crop cultivation sources of carbohydrates, proteins, vitamins, and minerals, harvest management, and post-harvest. The role of the local champion is better limited, no longer need to be involved in program activities; its function is only limited to the civil servants who protect and assist the target community. Finally, many similar programs create confusion among the target communities; the tug-of-war of the target group often occurs because the program users are only the same people and only people who are strong in the structure of the community; there is no equitable distribution of empowerment of marginalized communities, meaning that it has not touched the target communities that need the program.

Discussion on Actors and Institutions

At the national level, the head of FSA coordinates with the relevant agencies, including the relevant ministries/institutions, the private sectors, and related stakeholders, for the program activities. In general, the program's activities in East Java province involved many actors (stakeholders). The roles and interests of stakeholders are determined by their main tasks and functions. Laws related to food and food diversification have opened opportunities for the involvement of elements of government

agencies, which include the central government, the government of East Java province, local governments, ministries of agriculture, and implementing government agencies such as AIAT, the private sectors, working group-3, PKK, food security office as the field coordinator, the community as the targeted group, academics and NGOs as escorts. Coordination among agencies is highly required to guarantee smooth and successful program activities in East Java province.

Based on the previous interview, it concluded that coordination among institutions did not work as planned and expected. This can be seen from the uncoordinated activity of the program. Activities run individually; several institutions manage several villages in one district, so overlapping tasks and activities become unbalanced.

The implementation of program activities can sustainably occur if the field officers or agricultural extension workers are actively involved in developing specific location technology from the activities' planning, implementation, and evaluation. The involvement of field officers or extension workers is needed to facilitate the process and sustainability of the program, which can be applied based on the identification of regional needs and the preparation of group activity plans. Kennedy et al. (2016) specifically identify the role of institutions/individuals in program implementation, a more effective mechanism for linking national officials to subnational officials by creating methods and budgets for each institution.

According to Cole et al. (2016), multi-sectoral action in the policy process is through a multi-sectoral program involving stakeholders in agriculture, nutrition, and health care. For nutritional problems, such as vitamin A deficiency among pregnant and breastfeeding women in poor areas in low-income countries, data on the number of health facilities and economic efficiency was analyzed with program resources and costs. Kampman et al. (2017) reveal the critical role of increasing political commitment realized and maintained by a

high-level national coordinating body for nutrition. The agency that actively facilitates multi-sectoral coherence in actions for nutrition directs the implementation of national nutrition programs, the impacts of which are seen at the community level. With increasing awareness of the multi-sectoral needs approaches to nutrition, coordination between policy and society will develop locally. Frontline workers will translate policies into various actions and work to improve the quality of nutrition services.

The role of the executive (head of state/president) and regional head at the provincial level (governor) is very strategic for the program's sustainability. Coordination among actors/stakeholders, especially agencies involved, is needed to prioritize the principles of togetherness and solidarity. For this reason, it is necessary to divide the working areas of each agency. A large number of villages that AIAT must handle throughout the East Java province requires intense collaboration between relevant institutions/agencies. What happens is each individual way of thinking, which makes coordination impossible, as expected.

Based on the description above, the strategic actor who significantly influences the program's implementation is the governor who leads the local government. The governor assisted local leaders in making program designs, following up on policy programs, and coordinating the work of local departments and technical institutions. The local government of East Java province is responsible to regional leaders for implementing their duties and obligations. The primary responsibility of the provincial head is to assist the regents and city mayors in formulating, implementing, coordinating, fostering, and controlling many tasks related to the policy program that the head of state has formulated as the program's originator. Thus, the governor and vice governors, regents, and city mayors and their vices are local leaders who must follow up jointly with the program.

Tama (2017) argues that formal strategy activities are often driven more by

legislative-executive politics and bureaucracy than by seeking new strategic ideas. In other words, executive officials, in this case, the president as the program's originator, have used tools to promote organizational change and as a vehicle to improve its political position. Furthermore, to expand previous results on diffusion, which focuses on the dissemination of policies and practices among governments, by showing that the desire to emulate a leader and compete for resources can also encourage diffusion across institutions within a single government.

Empirically, data on technical guidelines for implementing the program. Classification of actors/stakeholders based on their involvement in the program; each actor has a different level of involvement. From this time, the Ministry of Agriculture formulated and built the model. The model's development aligns with the agency's main tasks as a resource and escort of technological and institutional innovations.

Based on its attributes, (Mitchell et al., 2017) map and classify actors as priority scales, such as power, legitimacy, and urgency. A stakeholder is said to have power when she/he can influence other organizations to make decisions that align with their interests. The top-down approach is more on the role of the central government; in this case, the president as an executive is considerable. In this approach, the assumption is that decision-makers are the critical actors in successful implementation. In contrast, other parties involved in the implementation process are considered to be inhibiting, so decision-makers need to pay more attention to strategic initiatives originating from the low bureaucracy level or other policy subsystems. It is very different from the bottom-up approach, which is an approach that comes from the bottom (community). The bottom-up approach is based on the type of public policy that encourages people to implement their own policy or still involve government officials but only at a low level. This approach assumes that implementation takes place in a

decentralized decision-making environment. This model provides a mechanism for moving from the lowest bureaucratic level to the highest decision-making in the public and private sectors.

The results of stakeholder identification show that there were several stakeholders involved in the implementation of the program in East Java province, including the IAARD, the local Government of East Java province, district/municipal regions, FSA, AIAT, Agricultural District Service, Village and *Kelurahan* offices, food security office, universities and other social organizations such as farmer associations, village officials and community leaders (local champions), PKK, and finally the targeted group community. Bryson's (2004) analysis of the role of stakeholders begins with arranging stakeholders in the stakeholder matrix of interests towards a problem and the power of stakeholders in influencing the issue: Interest is the stakeholder's interest in the implementation of the policy, while that is forced with power is the power of stakeholders to influence or make policies and regulations.

The Provincial Government of East Java, in this case, the governor and the IAARD, is represented as a context setter—a stakeholder who has a high influence on the policy implementation but has little interest—in the food diversification policy in the form of the program. Presidential Regulation No. 22 of 2009 concerning the Policy for the Acceleration of Diversification of Local Resource-Based Food Consumption, among others, can be conducted by implementing the program in all urban and rural areas throughout the country. The governor of East Java province has a responsibility as the person in charge of the coordination team for implementing the program in the province. While the provincial agriculture office, as a representative of the Ministry of Agriculture, is the driving force for coordinating the program implementation in the province.

The FSA of East Java province, which the governor has given a mandate,

is classified as players actively involved in implementing the policy or executors because it is listed in the composition of the coordination team for implementing the program. The commitment of the FSA at this stage can be seen as the FSA is actively involved, shown by identifying problems related to the program compiled from all stakeholder inputs. Then the cooperative relationship between FSA and other stakeholders can be seen from the coordination with all stakeholders in the group discussion meeting as a whole to be able to formulate all the problems related to the program in East Java Province. FSA is also responsible for reporting on the progress and development of the program, which is published annually.

The AIAT is also classified as players (stakeholders who are actively involved in implementing the policy) or the program implementer. In a decision letter regarding the program implementation coordinating team, AIAT has the responsibility of representing FSA which has legal authority in deciding because it has competence in the field of program implementation and program assistance. AIAT has a strong influence and significant interest in the program implementation. The high commitment possessed by AIAT in this matter can be seen that AIAT is actively involved and becomes the executor in the implementation of the program and always has the responsibility to update information related to the program implementation. In comparison, agricultural district service, sub-district offices, and food security offices are stakeholder subjects (stakeholders who have high interest but low power), who have a high interest in the program but do not have high power because they are not involved in the coordination of the implementation of the program in the province of East Java. The institutions only act as the executor of the program in terms of fulfilling access to mapping and designation of sub-districts, villages, and sub-villages that will be the locations for adopting the program.

Other social organizations, such as farmer associations, village officials, women groups, and the targeted group,

are grouped into supporting stakeholders or crowds. Some social organizations support the realization of the program; one of them is the women farmers group. This particular group was independently and creatively formed by, from, and for the community to increase added value, especially in the program, namely by utilizing the yard of each house to meet food needs and become additional income for the community. Excellent capability in the women's group is the participation in the form of new business development originates from the home garden that gives rise to community micro-businesses, then the cooperative relationship between the women group and stakeholders. Other members in this stage went well because everything had been communicated and coordinated in the group discussion meeting.

To accelerate the activities of the program, the dissemination approach taken by the AIAT is in the form of pilot plots providing technical assistance for the program, carried out in several villages and sub-districts. Program activities fully involve the household level's availability, distribution, and food consumption subsystems. Facilitation of the availability subsystem in the form of increasing the capacity of human resources and agricultural technology to increase food production leads to diversification of food production and intensification of yard utilization efforts. In order to maintain the sustainability of the use of the yard and to conserve local food crops, the program facilitated the development of nursery units at the village level. The facilitation of the distribution subsystem is carried out through the formation of the women farmers group which is an institution in the program activities in order to be able to consolidate its members so that all households can obtain adequate amounts and quality of food all the time at an affordable price. The consumption subsystem functions through developing vegetables, livestock, fisheries, and training in processed agricultural products to achieve diversity and food security. In addition to food security, a system in the

program activities developed productive family economic activities to improve family welfare and create a clean green environment.

The interview with an extension official illustrates that the dependency of the target community of the program is very high on facilitators and field officers so that when the officer is unable to attend due to other tasks, the planned activities are stopped, this causes the activities to not run according to the duties and functions. This is one of the factors causing the work of the program not to run correctly. The roles and tasks of the accompanying program activities in East Java province are very important in the program's sustainability.

The assignment to assist strategic programs is familiar for AIAT of East Java as a working unit of IAARD. AIAT has a provincial working area. The assignment of the AIAT in implementing strategic program assistance is generally stated explicitly in the Regulation of the Minister of Agriculture relating to the program's implementation by the Directorate General/Agency concerned. For example, the program under the FSA is contained in Minister of Agriculture Regulation No. 18/Permentan/HK.140/4/2015 2015 concerning Guidelines for the Movement for the Acceleration of Diversification of Food Consumption, through Regulation of the Minister of Agriculture 45/Pementan/OT.140/8/2011 concerning the governance of work relations between technical, research and institutional institutions development and agricultural counseling in support of increasing national rice production, assistance, facilitation, and guidance activities carried out by the provincial and district or municipal governments, NGOs and other institutions that carry out extension functions. Assistance in the guide is also carried out to develop the yard's potential. The Ministry of Agriculture then views assistance/escort as essential in achieving the program's objectives in several provinces, especially in East Java Province.

Assistance is an effort to involve the community in developing various potentials to achieve a better quality of life. For this purpose, assistants were placed to act as facilitators, communicators, and motivators. Assistance by extension workers is not optimal because the number of extension officials and casual daily laborers/agricultural extension workers needs to be improved. There needed to be about 39 thousand agricultural extension workers. Coordination among stakeholders in the program still needs to be stronger, so fundamental problems cannot be effectively and thoroughly addressed. Facilitators at the sub-district level are extension workers. The facilitator is responsible for the smooth implementation. The facilitator has fulfilled the following criteria. He is experienced in agriculture and comes from a target area, so it is easy to communicate intensively with beneficiaries. Besides, he works full time to attend the many meetings held at the location at any time.

The facilitator plays the role or task of gathering information about human and natural resources and identifying potential problems. He/she also undertook executive actions, including program socialization, organizing work plan activities, communication with other stakeholders, planning training schedules, monitoring and evaluation, and participatory decision-making. Roles and tasks are formulated to ensure the implementation of core activities as expected. For smooth implementation of the program, the FSA and AIAT of East Java established criteria and mechanisms for assigning companion tasks, with provisions including guiding the group in the implementation of activities, identifying village potential (cultivation and non-cultivation), helping groups to create and manage nurseries; provide information and motivate groups to implement balanced consumption patterns; carry out the practice of preparing and processing menus with groups; and assist groups in the preparation of work plans and group budget needs.

Establishment of nursery units is meant that the land is not in dispute belonging to the village/group, is close to/there is a source of water, enough sunlight, available means enough (protected house), and is located in strategic areas/easily accessible by group members (for seeds/seedlings distribution). The village nursery is developed as a forerunner, and the area is adjusted to the available land and budget, providing seedlings for group members where management is the group's responsibility. The function of the nursery units is for vegetative and generative plant propagation, which guarantees the availability of quality seeds and seedlings sustainably according to the needs of members, sources of seedlings for school gardens, sources of seedlings for the region, and sources of group cash formation.

Communicating program activities based on environmentally friendly to be accepted and applied by beneficiaries in the location is a complex task. This is because there are still many cases of failure to implement the program by beneficiaries in various locations. This problem is complex and requires serious handling because program bottlenecks by beneficiaries will have a negative impact in the form of loss of public trust in a government program and the introduction of subsequent programs.

The previous interview identified a problem in the existence of the nursery units. The nursery units needed to function correctly due to the very dominant roles of local champions. Beneficiary members still need to get what they are entitled to. Reinforcement of interviews through a group discussion found many issues regarding the difficulty of getting seeds and seedlings. This was because of the dominant control over the program assets, namely seeds, and seedlings. This is reflected in the many complaints of difficulty getting planting materials, previously, they were easy to get seeds, but now it is not easy because they have to buy them.

A large amount of inequality and malfunction of the nursery units in the program activities in East Java province was due to the actions of several local champions who are very dominant in the distribution of seeds and seedlings. Shand (2014) argues that the role of local champions in the program sites can be identified through its role as a funder and critical driver in reforms that have effectively used resource management to reshape networks into hierarchies and manage brief escorts. About the actors in the program sites, the interests of these actors are more oriented to social issues, the realm of housing, and education, and they have significant incentives to work with community actors to draw contracts in programs. Management of community regeneration is very effective because the process is created through a management framework (quarters management). This is due to the funding and governance system that prioritizes the role and regeneration of knowledge, education/training, and a long process/history of asset maintenance. Thus, the regeneration of control of assets and funding sources, such as nursery units, is needed. This aims to avoid the overly dominant role of local champions.

Minor propositions drawn from a series of information and facts focusing on identifying and evaluating actors in the program are as follows.

1. Good coordination is needed to be done, considering the number of similar activity programs carried out by various regional government organizations. Collaboration and coordination among institutions/agencies are needed because what happens is the overlapping of the tasks and understanding of the stakeholders and each way individually.
2. A large number of villages throughout the East Java Province in the program requires carefulness and carefulness in determining the area for program implementation for the success of the program, and this lies inaccurate identification of the target groups and targeted areas and proper coordination

between cross-stakeholders both in planning and in implementation.

3. The dependency of the targeted community is very high on the facilitators and field staff, such that the activities run differently than expected. The role and task of accompanying program activities in East Java Province are critical to the program's sustainability.
4. Regulation of the Minister of Agriculture No. 45/Pementan/OT.140/8/2011 concerning work relations between technical institutions, research, development, and assistance, facilitation and guidance activities carried out by provincial and district/city local governments, non-governmental organizations, and other institutions that conduct extension services.
5. A large amount of inequality and non-functioning of the nursery units in the program activities in East Java province was due to the actions of several local champions who are very dominant.

The significant propositions can be formulated as follows based on some of these minor propositions. "The role and coordination between actors, especially the assisting officers, is highly needed. The dependency of the target community of the program is very high on the companion and field officers as well as the dominance of local champions over the program assets affecting position and authority.

Novelty of the Paper

The novelty of this paper can be explained as follows. Kennedy et al. (2016), Cole et al. (2016) and Kampman et al. (2017) conclude and specifically identify the roles of institutions/individuals in program implementation. The roles of coordination and multi-sectoral action in the policy process are through multi-sectoral programs that involve stakeholders and individuals in programs such as agriculture, nutrition, and health care. With increasing awareness of the multi-sectoral needs, an approach to nutrition and coordination between policy and society will develop. At the local level, frontline workers translate policies into a

range of actions and work to improve the quality and nutrition services. In other words, a program should be in the form of a translation of the doctrine into practical activities of the organization. Nevertheless, what happens is that programs arranged and implemented by the central government so that local governments tend to be spontaneous, less accommodating to the interests and desires of the lower class, are top-down, and are infiltrated by executive interests in political endeavors. The smooth running of policy programs, especially those that the ruling government has formulated, is closely related to the ability of funds that are certainly in the ruling elite's interests.

The division of roles and responsibilities exists between citizens and the state in the sense that citizens not only provide resources and legitimacy to the state in exchange for the protection of their rights but also, increasingly, provide their time, effort, and knowledge through practices. Participatory practices are policy programs (Meijer, 2016). The implementation of public policy programs requires different implementation models because policy programs need to be implemented top-down or bottom-up.

CONCLUSION

In the process of implementing the program, the role of the government is very dominant. This approach assumes that policymakers are vital actors in the success of the program implementation. Other parties involved in the implementation process are considered inhibitors, so decision-makers underestimate strategic initiatives originating from low bureaucratic levels or subsystems, including the ability of targeted communities in policy programs. The top-down approach in policy programs is generally synonymous with command and control, where the successful implementation of the policy program is based on the clarity of orders and how to supervise superiors to subordinates.

Based on the documentation and facts in the field, the stages of work in the process of implementing the program in

East Java province can be identified by a top-down approach which can be seen that the executive actors, among others, the central and regional governments, have selected the policy program to be reviewed. It would be good to study the existing policy documents that identify the goals and objectives of the policy programs formally listed in the policy documents — identifying various types of policy outputs used as instruments to achieve policy goals and objectives. Identify whether or not the policy has been well received by the targeted group, based on the formal procedure, and whether the outputs of the policy program have benefited the targeted group, as well as program impacts that occur after the targeted group utilizes policy outputs.

Based on the findings, it is necessary to convey and recommend work priorities that need to be done by several stakeholders in order to achieve maximum work in the future. These recommendations are as follows. 1) The government should create a uniform framework for policies/programs such that the implementation will not overlap. Overlapping programs potentially makes the program performance sub-optimal. 2) The tasks and functions of each stakeholder should be clear and easily understandable to every respective actor; otherwise, the implementation in the field becomes ambiguous because of other similar programs conducted simultaneously. With similar programs, it would be better to make scaled priorities. 3) It is better for the executors at every level to carry out the socialization related to group formation, planning, training, and implementation of activities. Financing the program must be conducted through a mature social process. 4) Technical assistance, meetings, or socialization of the use of the yard to the targeted community groups should be regularly conducted at least eight times a year with materials focused on crop management, starting from plot preparation to harvest and post-harvest management. The crops serve as sources of carbohydrates, proteins, vitamins, and minerals. 5) As

similar programs create confusion among the targeted communities, the attraction of the targeted group often occurs. This is because the program users are the same people who are strong in the community structure. There is no equitable empowerment of marginalized communities, meaning it has not touched the targeted community members who need the program to create prosperity.

DECLARATION OF INTEREST

The authors declare no conflict of interest in this study.

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