

## PERCEPTION AND ACCEPTANCE OF STAKEHOLDERS IN AGRICULTURAL INTERVENTION PROGRAM FOR IMPROVEMENT OF FOOD AND NUTRITION SECURITY IN EAST JAVA, INDONESIA

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**ABSTRACT.** A program intervention has been launched to achieve food and nutrition security in Indonesia. However, the process and implementation are supposed to be smoother than anticipated. This research analyzes the involvement and roles of stakeholders and organizations in implementing the program as the factors affecting the process's smoothness. This research espoused an actor and institution-centered communication approach to dissect the stakeholders directly and laterally involved in executing the program. The East Java region was selected as the study sample. A qualitative ethnographic-phenomenological approach was adopted for this study. The crucial snatches include government officers, extension workers, original leaders, and growers. Data were compiled using direct interviews and focus group discussions. This study applied triangulations among government organizations, stakeholders, and end-druggies to corroborate the data and information. Results of the analysis show that the dispatches of actors and institutions played dominant roles in the program's execution. In the early application stage, the dominant role of actor and institution communication was explosively needed in a new program intervention to smooth implementation. In the provincial position, government officers played significant communication roles. The main actors in the program included women leaders of ménage substance education and farmer leaders at the grassroots position. Agrarian extension officers dominantly communicated between parochial and grassroots situations. The roles and involvements of the stakeholders varied across stages of program implementation. Institutions should reduce the dominant roles of their staff members in the late stages, engage local champions to replace the staff members, and substantially lessen reliance on formal institutions.

**Keywords:** actor and institution; communication; extension services; food and nutrition security; malnutrition mitigation.

## PERSEPSI DAN PENERIMAAN PEMANGKU KEPENTINGAN DALAM PROGRAM INTERVENSI PERTANIAN UNTUK MENINGKATKAN KETAHANAN PANGAN DAN GIZI DI JAWA TENGAH, INDONESIA

**ABSTRAK.** Intervensi program telah diluncurkan untuk mencapai ketahanan pangan dan gizi di Indonesia. Namun, proses dan pelaksanaannya dihipotesiskan tidak semulus yang diharapkan. Penelitian ini menganalisis keterlibatan dan peran pemangku kepentingan dan organisasi dalam pelaksanaan program sebagai faktor yang mempengaruhi kelancaran proses. Penelitian ini mengadopsi pendekatan komunikasi yang berpusat pada aktor dan institusi untuk menganalisis para pemangku kepentingan, secara langsung dan tidak langsung, yang terlibat dalam implementasi program. Provinsi Jawa Timur dipilih sebagai sampel penelitian. Metode kualitatif dengan pendekatan etnografi-fenomenologi digunakan dalam penelitian ini. Informan kuncinya mencakup pejabat pemerintah, penyuluh, tokoh masyarakat, dan petani. Data dikumpulkan melalui wawancara langsung dan diskusi kelompok terfokus. Penelitian ini menerapkan triangulasi antara organisasi pemerintah, pemangku kepentingan, dan pengguna akhir untuk memverifikasi data dan informasi. Hasil analisis menunjukkan bahwa komunikasi antaraktor dan institusi berperan dominan dalam implementasi program. Pada tahap awal implementasi, peran dominan aktor dan komunikasi institusi sangat dibutuhkan dalam intervensi program baru untuk menjamin kelancaran implementasi. Di tingkat provinsi, peran komunikasi yang signifikan dimainkan oleh pejabat pemerintah. Pelaku utamanya adalah perempuan pemimpin pendidikan kesejahteraan rumah tangga dan pemimpin petani di tingkat akar rumput. Penyuluh pertanian dominan berkomunikasi antara tingkat provinsi dan akar rumput. Peran dan keterlibatan para pemangku kepentingan bervariasi di seluruh tahapan pelaksanaan program. Institusi perlu mengurangi peran dominan dan mengangkat kader lokal untuk menggantikan dan mengurangi ketergantungan terhadap institusi.

**Kata kunci:** aktor dan lembaga; ketahanan pangan dan gizi; komunikasi; mitigasi malnutrisi; petugas dan pelayanan penyuluhan.

### INTRODUCTION

In 1997 and 2008, favorable global and public opinion expanded inflexibility towards hunger

and malnutrition. The malnutrition itself is closely related to food and nutritional unpredictability. In the interpretation of the increasing problems of food and nutrition insecurity that many countries

faced until the 1990s, the World Declaration and Plan of Action on Nutrition were adopted at the International Conference on Nutrition (ICN) in 1992. Since the implementation of the ICN, progress in creating food security and reducing hunger and malnutrition may have ended, but overall, unexpected challenges can still be overcome. In this situation, Indonesia has attempted and worked hard to reduce hunger and malnutrition by prioritizing the development of food security and nutrition programs in colorful policy documents (Republik Indonesia, 2013).

The main consequences associated with malnutrition in Indonesia include degenerative non-transferable diseases and anomalies such as stunting, being underweight, and wasting. These diseases and anomalies have caused a double burden of malnutrition at the national level. The prevalence of such happening in 2013 has been reported, which accounted for about 11.9% of children under five years old, 32.9% in girls, and 19.7% of boys. The evidence tends to increase, which strongly indicates a link between early malnutrition (undernutrition or overnutrition) and nutritional and health problems later in life. Shrimpton and Rokx (2013) demonstrated that dealing with similar conditions upsurges speedily in later life. This especially happens when there are costs associated with preventing malnutrition in young children. Black et al. (2013) found that repression is the most important determinant of perishable capital and profitable growth at the national level, which can be considered the positive impact of development repression.

The Indonesian government has prioritized programs in agriculture, food, and nutrition. The National Long Term Development Plan 2005-2025, stated in Law 17/2007, mentions that in the new chapter, food security and nutrition policies have become part of the plans. The government develops an action strategy to hasten the accomplishment of improved food security and nutrition, both mixed and individual in the implementation plans. The action strategies at national and regional levels are to reinforce food and nutrition security developed as ratification of collaboration at the international level with the High-Level Panel on the Post-2015 Development Agenda.

Presidential Decree Number 42 2013 instructs the revision of Food Law Number 7 of 1996 into the new Food Law Number 18 of 2012, which states that it is not only to strengthen community food security but also to achieve food availability both at regional and community

levels. Besides, the Indonesian government has launched several programs, including food security and national and regional action plans for food and nutrition, to ensure the first 1000 days of life movement. Food sovereignty should be achieved better, and food and nutrition security should be attained in community, domestic, and individual situations (Republic of Indonesia, 2015).

The practical action is an intervention to reorientate food consumption habits through the Sustainable Food Reserve Program launched by the government. The program, which was launched in 2011, is expected to reduce the negative impacts of malnutrition. This program is a quick response to food price hikes, resulting in high chili prices. The price hike has pushed up the prices of other foodstuffs because chilies are an essential food that should be available on the daily menu of Indonesian people. It has been reported by The Asian Development Bank (2011) that global food prices have increased by 30%, causing domestic food shortages, including ten in the first two months of 2011. The consequences have strapped 64.4 million Asian people below the poverty line, which includes 25 developing Asian countries, including Indonesia.

The intervention program has been running for more than ten years since its initiation and involves many families and households. So far, the program is considered a success. Success stories of the program have been proven by many studies, which show the reduction of malnutrition levels. Women's participation generally guarantees success (Mj, 2018; Oka et al., 2016). A successful program is supported by the creation of the right program, helpful change agents, effective communication with some communities (Sari et al., 2016), good community participation, and awareness of the program (Tyas, 2019).

A balanced food consumption pattern approach increases energy and protein adequacy and provides profitable improvements. This program has increased food consumption (Aji and Sholihah, 2017), and fruits and vegetables significantly contribute to balanced food consumption (Swasono and Cholilah, 2017). When food stocks are high, households sell their harvests in cash (Syam et al., 2018). Vegetables are the crops most often grown in this program (Wardoyo et al., 2013). Fresh vegetable harvests are classified as organic (Tando, 2018), have profitable value (Mariyono, 2018), and have the potential to generate income for residential communities (Mariyono, 2019).

However, the level of participation is still relatively moderate (Nasriati and Yani, 2018). Many factors influence participation. Knowledge, free time, and available space are interrelated factors (Purwami et al., 2018; Sukanata et al., 2015). Considering that the school dropout rate in shared housing is considered high (Ramadhani, 2016), this program may have a significant impact. Participation levels need to increase to publicize the benefits of this program.

It should be noted that program success stories, as shown in the following studies, do not adequately analyze the sociological aspects of the main actors and institutions involved in the program, and analyses that examine the role of the prominent institutions and actors in program implementation are still limited. This research aims to analyze the role of institutions and key actors behind the success and effectiveness of the program. The actor and institution approach is used, a logical approach developed by Fritz Scharpf and Renate Mayntz to study the influence of various institutions on actors. And topics in colorful fields, similar to public policy (Scharpf, 1997). It is hoped that this research can fill existing gaps as well as enable policymakers to design programs that can be used to improve program implementation.

## METHOD

This research intentionally selected the East Java region as a case study, and the province was the first region to conduct the model design related to the program of sustainable food reserve model. This region was selected because East Java has a moderate problem related to malnutrition, and the diversity of communities is high compared to other regions. This study was conducted in 2020- 2021 to implement the program for the 2012- 2018 period. The sustainable food reserve model was initiated by the Assessment Institute for Agricultural Technology (AIAT) of East Java.

This research employed a qualitative method of ethnographic-phenomenological approach, where the roles and actions of stakeholders dominated the analysis. In particular, it adopted and acclimated the system of actor-centered analysis (Hermans and Thissen, 2009; Mark, 1996; Markusen, 2003). This system is suitable for identifying the strengths and iniquities of public program interventions connecting numerous actors and institutions in colorful situations.

Actor-centered institutionalism recognizes the part of institutional fabrics for shaping an actor's gesture, and these actors have inflexibility in how they make use of openings offered by the institutions in which they operate (Scharpf, 1997). This approach emphasizes the strategic power of interested actors to use institutions persistently to engage in their interests (Petersohn et al., 2015).

Data and information directly correlated to the program were compiled from AIAT and Food Security Agency (FSA) of East Java; Agricultural District Services in all regions, Sub-district extension, and original government officers at village government, farmer groups, and woman groups at village situations. Data were collected by consulting the person in charge at every position and synthesizing actualities from reports issued by applicable institutions in national, provincial, and regency circumstances. Triangulation was conducted to check the validity (Miles et al., 2014). The collected data were analyzed using a data reduction method (Miles et al., 2014). The findings were presented descriptively in terms of testimonies and justification supported with the existing data and information at field levels and the relevant previous studies.

## RESULTS AND DISCUSSION

The program in East Java Province engaged several actors as stakeholders and parties as institutions. Every stakeholder served dissimilar roles and interests associated with the activities of running the program. The actors' roles and interests were dependent on their main tasks and functions. To regulate what actors were engaged, had roles, and were interested in the program activities, it should be necessary to identify the actors and evaluate the main tasks and functions. They were classified into 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 were distinguished from elements that included the president, the central government of agriculture, the local government of East Java province, and implementing government agencies. The explanation from the local official statement stated 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” (Interview on November 12, 2020, with Mr. Syf, the Chairperson of the East Java AIAT program, 2011-2015 service period).

At the level of central government, the Head of the food security agency coordinated with the relevant agencies, including the relevant ministries/institutions, the private sector, and related stakeholders, to facilitate the program activities. The party is responsible for implementing and guaranteeing 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 was required from the village, sub-district, district or city, and province to the central government levels to accelerate program activities’ implementation. This situation corresponded with another statement from the official that:

“The then president first sparked the existence of the program, Dr Soesilo Bambang Yudhoyono (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 (Dr 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 of the program” (Interview on November 12, 2020 with Mr. Syf, Co-chair of the East Java Regional AIAT program 2011-2015).

**Table 1. Identification of actor and institution roles in the program implementation**

No.	Actors and Institutions	Tasks and roles
1.	Communities - Targeted group - Village officials (Head of the village, Head of hamlet, Chairperson of community, and public figures at village levels ( <i>Local Champion</i> ))	- The main players - Facilitators and motivators
2.	Universities and NGOs	Support and escort
3.	Companion of field activities	Accompany targeted group activities
4.	Local government (Food Security Agency, Assessment Institute for Agricultural Technology, agricultural District Service, Sub-district Office, Village office)	Coach and supervise field activities. Officer in charge of activity sustainability Replication to other regions
5.	- Working group 3, Welfare Household Education - Food security office	Field Coordinator
6.	Directorate General Commodities and Agencies under the Ministry of Agriculture	Develop models that are adjustable to the main task and function of the institution.
7.	Indonesian Agency for Agricultural Research and Development (IAARD)	- Establish model sustainable food reserve areas - Source person and technical assistance
8.	Executive (president) and provincial government (governor)	Program Initiator and follow-up by the governor as Head of local government

Source: Summarized and synthesized from the institutional reports and field observations.

In the responsibility of the program in the East Java region, each actor has different situations of involvement. Implementing program conditioning was a shared task between the central government, indigenous governments, and the community. In agreement with the new spirit and paradigm of development, the role and participation of the community in program conditioning must be prioritized as the main actors determining the program’s success. However, the role of government is limited to the functions of service, support, facilitation, and motivation, subject to the prevailing regulation. For example, the official cannot go through the community directly. There were several Laws and Regulations related to food and food



diversification that have opened openings for the involvement of rudiments of government agencies, which include the central government, the government of East Java province, original governments, ministries of husbandry and enforcing government agencies similar to AIAT, the private sector, working group- 3, PKK, food security office as the field fellow, the community as the target group, academics and NGOs as escorts. Agency collaboration is needed for smooth and successful program conditioning in East Java Province. Based on observation and attestation on November 13, 2018, at AIAT East Java, it was set up that AIAT East Java managed data on specialized guidelines for implementing the program. Classification of actors or stakeholders based on their involvement in the program can be seen in Table 1.

It can be seen that the roles of each level were identifiable as follows:

1. Central Government (President as Executive). The president is the program's originator, followed by the governor, the original government in the parochial position.
2. Indonesian Agency for Agricultural Research and Development (IAARD) of the Ministry of Agriculture. This agency is assigned with collecting a concept called the "House of Sustainable Food Area Model", which are homes with the principle of using environmentally friendly yards designed to meet the food and nutritive requirements of families, diversification of food grounded on original coffers, preservation of food crops for the future, as well as an increase in income which will eventually ameliorate the weal of the community.
3. Directorate Generals of Goods under the Ministry of Agriculture. This agency, within the Ministry of Agriculture's compass, is assigned to develop the program model, following its main duty and function.
4. FSA of East Java region. Technically, this agency, in an indigenous position, together with the parochial government, coordinates affiliated agencies, both affiliated ministries institutions, private parties, and related stakeholders to grease the program conditioning. To grease collaboration at the original government position, the FSA established the Office of Food Security during the quarter and in external situations.
5. AIAT of East Java region. This agency has a veritably significant part because, apart from being the leading device for program conditioning, it is also responsible for its sustainability. In the initiation of the program conditioning in 2011, AIAT developed one to two locales, and later, from 2012 until 2015, the average replication was carried out for four locales in each quarter or external area. Meanwhile, several businesses have calculated two to three groups/ townlets per quarter based on the concept piloted by AIAT. However, given that the conception is only based on one trial that's veritably small in scale, sweat to continue to estimate for the enhancement of the conception must be carried out continuously so that this program can deliver the results anticipated.
6. Sub-district and village governments. Subdistrict, village, and village governments are extensions of the indigenous government and have a veritably influential role in implementing program conditioning. Subdistrict, village government agencies play a more significant role in replicating conditioning to other locales because, in this agency, they know more locales that need program conditioning and are per the requirements of their citizens.
7. Companion for program conditioning. The targeted groups were assisted with program conditioning to ameliorate program performance. The companions of program conditioning at the village position were extension officers appointed to help the targeted groups of program conditioning. Universities and NGOs also handed supervision. The places and tasks of this institution were limited to conveying and supporting the program conditioning. The private sector was occasionally involved as a member responsible for procuring structures and installations for program conditioning, including the vacuity of seeds, seedlings, and other agrarian outfits. The position of mates is veritably implicit in the sustainability of program conditioning.

This condition corresponds to the statement of AIAT official:

"The program's targeted community is very dependent on the companion and field staff members, so when the officers are unable to attend due to other businesses in other places, the plans stop, and this causes activities not to run according to the main tasks and

functions” (Interview on November 12, 2020, with Mr. Pt, the Assistant Officer in the program activity of the AIAT East Java Province).

Integrating relevant actors in implementing the program can also trigger the emergence of local champions. This can be seen automatically when a program is launched or socialized. 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. A statement from the official as follows:

“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 needed”. (Interview on November 12, 2020, with Ms Hnk AD, the daily implementer of the East Java AIAT program, 2015-2018 service period).

The nursery unit at the village level is an important 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). According to mutual agreement, the nursery unit can be located on land owned by the village and its members. 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 management is deliberately determined by the members, as stated by a group of women, as follows:

The statement from interviews on November 27, 2020, 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 planting seeds (and seedlings) 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 actuality of the nursery unit is vital because its operation must be with group collaboration. The nursery unit is an area or garden belonging to a group working as a place to produce seeds and seedlings. The nursery products were intended for potting demonstration plots of groups and yards belonging to members and village communities. The FSA and AIAT of the East Java region optimized the places along with original titleholders to motivate and transfer knowledge and chops—similarly, the program resulted in profitable added value.

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 original government office. The governor will help original leaders make program designs, follow up on programs, and coordinate the work of original departments and specialized institutions. The Regional Government of East Java Province is responsible for indigenous leaders’ implementation of their duties and scores. The primary responsibility of the parochial Head is to help the regent formulate, enforce, lead, coordinate, foster, and control numerous tasks related to the policy program that the Head of state has formulated as the program’s originator.

The Ministry of Agriculture also views support and companionship as essential in achieving the program’s objectives in several businesses, especially in East Java Province. For this reason, the dimension of backing time is demanded first. The community must be mindful that specialized backing, especially facilitators from outside the community, is just temporary. Facilitation is facilitative in program restatement and socialization; however, it was set up in numerous cases in several townlets.

The firm reliance on the program-targeted community for instructors is veritably high. Secondly, the facilitator must explore, use, and develop the community’s physical, mortal, and social capital wherever possible. Thus, the facilitator needs to intensively develop the capacity of being original mortal coffers so

that, latterly, they can act as a companion for the community. In other words, the process of program conditioning and position-specific agrarian technological inventions can make an actual contribution to the program area, and the implementation process should cleave to the principle forming from the targeted communities of the program training and ends at the targeted community program conditioning.

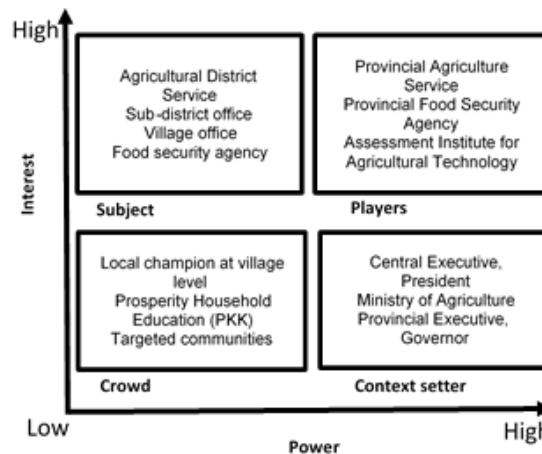
Regarding the number of cases and inequality of nursery units that did not serve, the veritably dominant part of original titleholders, seed backing, should be directly distributed to the targeted groups. This reduces inequalities, where numerous devisee members did not get their rights. The difficulty of getting seeds and seedlings is because of the dominance of the control over the program, such as seeds and seedlings. This is reflected in the numerous complaints of difficulty getting seeds to be planted in the yard. Preliminarily, it was easy for them to get seeds and other planting accouterments, but this was no longer the case because they had to buy them. By looking at the places and liabilities of each actor in the program conditioning, work precedences, and maximum work achievement must be prioritized by several stakeholders.

Prompt conduct is demanded; among others, the government should produce a frame of analogous programs so that the perpetrator does not lap, which makes the program performance not optimum. The tasks and functions of each stakeholder are straightforward. However, the implementation in the field becomes nebulous because of the actuality of other analogous programs and their simultaneous implementation. It is better to have a precedence scale. Mentoring, meeting, or fraternizing the use of the yard to the target community groups should be done at least eight times a time with material concentrated on the operation of food crop civilization sources of carbohydrates, proteins, vitamins and minerals, crop operation, and post-harvest.

The role of the local champion should be limited, and it no longer needs to be involved in program conditioning; its function is only limited to the civil retainers who cover and help the target community. Eventually, numerous analogous programs produce confusion among the target communities; the haul-of-war of the target group frequently occurs because the program druggies are only the same people and only people who are strong in the structure of the community. There is no indifferent distribution of commission of marginalized communities, meaning it has not

touched the target communities that need the program.

The possibility underpinning this approach is that implementation takes place in a decentralized decision-making terrain. This model provides a medium for moving from the most minor regulatory position to the loftiest decision-making in the public and private sectors. Based on Table 1, the results of stakeholder identification show that there were several stakeholders involved in the implementation of the program in East Java region, including the IAARD, the original Government of East Java region, quarter/external regions, FSA, AIAT, Agricultural District Service, Village and Kelurahan services, food security office, universities and other social associations similar as planter associations, village officers and community leaders( original titleholders), PKK, and eventually the targeted group community. Bryson's (2004) analysis of the part of stakeholders begins with arranging stakeholders in the stakeholder matrix of interests towards a problem and the power of stakeholders in impacting the issue. Interest is the stakeholder's interest in implementing the policy, while force with power is the power of stakeholders to impact or make programs and regulations. So that, if described, will get the picture as depicted in Figure 1.



**Figure 1. Role Analysis Matrix of Program Stakeholders**

Source: Summarised from research 2020-2021

The Government of East Java, in this case, the governor, together with the IAARD, is represented as an environment setter – a stakeholder who has a significant influence on the implementation of the policy 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 Original

Resource- Grounded Food Consumption, among others, can be conducted through the operation of the program in all civic and pastoral areas throughout the country. The governor of the East Java region is responsible for the collaboration platoon for implementing the program in the region. As a representative of the Ministry of Agriculture, the parochial husbandry office plays a part as the driving force for the collaboration of the program implementation in the region.

Other social organizations, like farmer associations, village officers, women groups, and the targeted group, are grouped into supporting stakeholders or crowds. Some social associations support the program's consummation; one of them is the women farmer group. This particular group was singly and creatively formed by, from, and for the community to increase added value, especially in the program, videlicet by exercising the yard of each house to meet food requirements and come fresh income for the community. Excellent capability in the women's group is the participation in the form of new business development forming from the home garden that gives rise to community micro-businesses, as well as the collaborative 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 conditioning of the program, the dispersion approach taken by the AIAT is in the form of airman plots furnishing specialized backing for the program, carried out in several townlets and sub-districts. Program conditioning completely involves the vacuity, distribution, and food consumption subsystems at the ménage position. Facilitation of the vacuity subsystem in the form of adding the capacity of mortal coffers and agrarian technology in order to increase food product that leads to diversification of food product and intensification of yard application sweats. In order to maintain the sustainability of the use of the yard and to conserve original food crops, the program eased the development of nursery units at the vill position.

The facilitation of the distribution subsystem is carried out through the confirmation of the women growers group, which is an institution in the program conditioning in order to be suitable to consolidate its members so that all homes can gain acceptable quantities and quality of food all the time at an affordable price. The consumption subsystem functions through developing

vegetables, beasts, fisheries, and training in reused agrarian products to achieve diversity and food security. In addition to food security, a system in the program conditioning developed productive family profitable conditioning to ameliorate family wealth and produce a clean green terrain.

The assignment to help strategic programs is familiar to AIAT of East Java as a working unit of IAARD. AIAT has a parochial working area. The assignment of the AIAT in implementing strategic program backing 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 illustration, the program under the FSA is contained in Minister of Agriculture Regulation No. 18/Permentan/HK.140/4/2015 concerning Guidelines for the Movement for the Acceleration of Diversification of Food Consumption, through Regulation of the Minister of Agriculture 45/Permentan/OT.140/8/2011 concerning the governance of work relations between specialized, exploration and institutional institutions development and agrarian comforting in support of adding public rice product, backing, facilitation and guidance conditioning carried out by the parochial and quarter or external governments, NGOs and other institutions that carry out extension functions. Assistance in the companion is also carried out to develop the yard's eventuality. The Ministry of Agriculture also views assistance/companionship as an essential factor in achieving the objectives of the program in several businesses, especially in the East Java region.

Assistance is principally trouble to involve the community in developing colorful capabilities to achieve a better quality of life. For this purpose, sidekicks were placed to act as facilitators, agents, and motivators. Support by extension workers is not optimal because the number of extension officers, casual diurnal laborers, and agrarian extension workers is limited. There was a deficit of about 39 thousand agrarian extension workers. Collaboration among stakeholders in the program still needs to be stronger so abecedarian problems cannot be effectively and completely addressed. Facilitators at the sub-district position are extension workers.

The facilitator is responsible for the smooth implementation. The facilitator has fulfilled the following criteria. He/she is engaged in husbandry and comes from a target area, so conducting ferocious communication with heirs is easy. Either, he works full time to attend the



numerous meetings held at the position at any time. The facilitator plays the role or task of gathering information about mortal coffers and natural coffers and relating implicit problems. He/she also shouldered directorial conduct, which included program socialization, organizing work plan conditioning, communication with other stakeholders, planning training schedules, monitoring and evaluation, and participatory decision. Places and tasks are formulated to ensure core conditioning implementation as anticipated.

For smooth implementation of the program, the FSA and AIAT of East Java established criteria and mechanisms for assigning companion tasks, with vittles, including guiding the group in the implementation of conditioning, relating village eventuality (civilization and non-cultivation), helping groups to produce and manage nurseries; give information and motivate groups to apply balanced consumption patterns; carry out the practice of preparing and recycling menus with groups; and help groups in the medication of work plans and group budget needs.

Establishment of nursery units means that the land does not belong to the village/ group, is close to/ there is a source of water, has enough sun, available means enough( defended house), and is located in strategic areas fluently accessible by group members( for seeds seedlings distribution). Developed as a forerunner to the village nursery, the area is acclimated to the available land and budget, furnishing seedlings for group members where operation is the group's responsibility. The function of the nursery units is for vegetative and generative factory propagation, which guarantees the vacuity of quality seeds and seedlings sustainably according to the requirements of members, sources of seedlings for academy auditoriums, sources of seedlings for the region, and sources of group cash conformation.

Communicating program conditioning based on environmental friendliness to be accepted and applied by heirs in the position is challenging. This is because there are still numerous cases of heirs failing to apply for the program in colorful locales. This problem is complex and requires serious attention because program backups by heirs will have a negative impact in the form of loss of public trust in a government program and will also affect the preface of posterior programs.

The following minor propositions can be drawn from a series of data focused on identifying and evaluating actors in the program.

1. Good coordination is needed, 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. The program involves a large number of villages throughout the East Java Province, and its success depends on careful planning and determining the area for implementation. This involves inaccurate identification of the target groups and targeted areas and proper coordination between cross-stakeholders both in planning and implementation.
3. The targeted community is very dependent on the facilitators and field staff, so 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/Permentan/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 nursery units in the program activities in East Java province was due to the actions of several dominant local champions.

Based on some of these minor propositions, the major propositions can be formulated as follows: "The role and coordination between actors, especially the assisting officers, is highly needed; the dependency of the program's target community 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." The combination of minor and major propositions can be illustrated in Figure 2.



Figure 2. Minor and major propositions

Source: summarized from research

### The Novelty of This Research

Collaboration and multisectoral action in the policy process can be achieved through multisectoral programs that involve stakeholders and individuals in programs similar to husbandry, nutrition, and health care. Mindfulness of multisectoral requirements will develop an approach to nutrition and collaboration between policy and society.

At the original position, frontline workers restate programs into a range of conduct and work to ameliorate the quality and nutrition services. In other words, a program should restate the doctrine into practical conditioning of the association. However, what happens is that programs arranged and enforced by the central government tend to be robotic, less accommodating to the interests and solicitations of the lower class, are top-down, and sneaked by administrative interests in political endeavors. The smooth handling of policy programs, especially those that the ruling government has formulated, is closely related to the capability of finances that are clearly in the interests of the ruling nobility.

The division of roles and responsibilities exists between citizens and the state in the sense that citizens not only give coffers and legality to the state in exchange for the protection of their rights but also, decreasingly, give their time, trouble and knowledge through practices-participatory practices in policy programs (Meijer, 2016). In its implementation, public policy programs require different implementation models because there are policy programs that need to be enforced top-down or bottom-up. Such explanation is considered as the novelty of this research, which can be explained that Kennedy et al. (2016), Cole et al. (2016), and Kampman et al. (2017) conclude and specifically identify the places of institutions' individualities in program implementation.

### CONCLUSION

In enforcing the program, the substantial roles of the government officials were veritably dominant. This statement assumed that policymakers were crucial actors in the success of the program implementation. Other parties engaged in the implementation process were considered essential assets, so decision-makers underrate strategic enterprise formation from low regulatory situations or subsystems, including the capability of targeted communities in programs. The top-down approach in programs was generally synonymous with command and direct control, where the successful implementation of the program is grounded on the clarity of orders and how to supervise elders to inferiors. Based on the substantiation and data in the field, the stages of work in the process of enforcing the program in the East Java region could be linked by a top-down approach, which can be seen that the administrative actors, among others: the central and indigenous governments, have named the program to be reviewed. It would be respectable to study the documents that identify the pretensions and objects of the programs formally listed in the public documents relating to colorful types of labor used as instruments to achieve pretensions and objects. Identify whether or not the program has been well entered by the targeted group, grounded on the formal procedure, whether the labors of the program have served the targeted group, and program impacts after the targeted group utilizes labor.

Based on the findings, it is necessary to convey and recommend work precedences that several stakeholders need to follow to achieve maximum work in the future. These recommendations

were as follows. (1) The roles and functions of each stakeholder should be clear and fluently accessible to every separate actor; otherwise, the implementation in the field becomes nebulous because of the actuality of other analogous programs conducted simultaneously. However, if analogous programs exist, it would be better to make gauged precedences. (2) It would be better for the delegates at every position to carry out the socialization related to group confirmation, planning, training, and conditioning implementation. A mature social process must support the program. (3) Specialized assistance, meetings, or socialization of the use of the yard to the targeted community groups should be regularly conducted at least eight times a time with accouterments concentrated on crop operation, starting from plot medication to crop and post-harvest operation. The crops serve as sources of carbohydrates, proteins, vitamins and minerals. (4) The government should produce an invariant frame for similar programs so that the implementation will not lapse. Lapping programs makes the program performance sub-optimal. (5) As analogous programs produce confusion among the targeted communities, the magnet of the targeted group frequently occurs. This is because the program beneficiaries are the same people who are strong in the community structure. There should be an indifferent commission of marginalized communities, meaning that it has not touched the targeted community that really needs the program to produce welfare.

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