



Implementation Of Food Security Policy In A Network Governance Perspective

(Study At The West Papua Food Security Service)

Runi Arrang^{1*}, Sutrisno Sutrisno², Sigit Wahyudi³

¹⁻³Sekolah Tinggi Ilmu Sosial Dan Ilmu Politik Waskita Dharma, Indonesia

Author correspondence : stisopolwd@gmail.com*

Abstract. *Through the Governance Network, the government has a great possibility to reach problems more closely by utilizing the advantages of the network and developing innovative ideas to overcome public problems and improve the quality of services and public policies. One of the problems is the food security policy. This study uses the concept of Social Network Theory (Klijn & Koppenjan) which looks at the structure in the policy implementation network, namely the aspects of contact, trust, information sharing, and resource exchange as well as how to coordinate between actors in the food security policy implementation network in West Papua Province. The results of the study show that the relationship and participation of actors in the network have not run optimally. This can be seen from the structure in the network which includes trust, information sharing, and resource exchange has not been optimal. Meanwhile, contact from the structure in the network has been carried out well, with the formation of policy tools. Coordination in the food security policy implementation network uses the type of mutual adjustment coordination. The implementation of the Food Security Policy in the Perspective of the Governance Network has not been effective.*

Keywords: *Governance Network, Food Security, Coordination*

1. INTRODUCTION

*The Governance Network perspective emerged as a solution to the limitations and weaknesses of the government perspective which views the government as the only actor that carries out government functions. In fact, government capabilities have decreased in terms of budget, managerial and apparatus in carrying out public services and other development functions. Therefore, some of the tasks and functions of government are handed over to other institutions outside the government, thus giving birth to what is known as the concept of a policy network . Currently , the *New Public Governance paradigm is developing* where governance consists of many stakeholders or multi-stakeholders. In the NPG paradigm, there is a theory of *Governance Networks* which means governance involving multi-stakeholders (Koliba et al., 2019). The involvement of actors from cross-sector organizations requires a management mechanism that is able to answer the needs of each organization and is also able to jointly solve the complexity of public problems. The management mechanism in question is collaboration using a network-based cooperation approach. The governance network *emerged as a result of the complexity in the decision-making process and policy implementation.**

General public policy has a final result that is desired to be achieved and has a specific goal or target. One of the important steps in the public policy process is implementation . Thus, it can be said that in the implementation stage of public policy, it is necessary to build a network

in order to create collaboration that allows the objectives of the policy to be achieved or realized through the results of government activities/programs as the main implementer of the policy by involving various stakeholders.

Within *Governance Networks*, the implementation policies involve various actors who interact with each other. The stakeholders involved work according to institutional characteristics and follow existing processes. Policy implementation in a network causes interdependent actors. This condition is the main factor that initiates and supports the sustainability of the network.

The success of policy implementation is greatly influenced by the relationship between organizations that work together and exchange resources. So that the policy implementation network is a study that focuses on the utilization of resources together by stakeholders, cooperation is needed between actors and organizations related to the policies being implemented. The utilization of resources together shows the efficiency and effectiveness of policy performance (Rukmana SNS , 2020).

Food security is one of the strategic issues in the development of a country. In realizing food security, the agricultural sector is a very important sector because this sector is the main food provider. The agricultural sector as one of the main leading sectors that must continue to be developed by the Indonesian government.

The threat of food insecurity is a threat to all countries. This is based on the increasing population growth rate of the world's population. Population growth will automatically affect the increase in food fulfillment. Therefore, every country must be able to maintain the availability of food they have in order to avoid the threat of starvation. Discussions about food are inseparable from the needs of humanity in this part of the world. Food conditions that are gradually experiencing a threat of shortage or referred to as a food crisis then shift the issue of war and conflict from high politics to low politics. This is based on the fact that the food crisis which has become a high political issue is able to attract the attention of stakeholders at the international level. Indonesia as one of the countries with the largest population in the world, food security is an important agenda in Indonesia's economic development. The threat of food security also occurs in Indonesia. The challenge of meeting future food needs is in line with population growth and changes in lifestyle.

In addition , there is a shift in population from rural to urban areas, problems related to the use of land resources where agricultural land is converted into relatively large residential areas, the threat of climate change and so on which cause degradation of the quality of agricultural resources and their supporting infrastructure. Indonesia's Food Security Index in

2022 was at 60.2%, below the global average index of 62.2% and ranked 69th out of 113 countries based on the Global Food Security Index (GFSI) which is measured by food availability, affordability, safety and quality of food (EIU 2017). There was an improvement in ranking compared to 2016, where Indonesia was ranked 71st (EIU 2016). Meanwhile, the Global Hunger Index (GHI) compiled by the International Food Policy Research Institute (IFPRI) uses four aspects to assess a country's food security, namely: the proportion of undernourishment, toddler wasting, toddler stunting, and infant mortality rate. The GHI index of 22 places Indonesia in 72nd place out of 119 countries (IFPRI 2017). Another food security index is the Rice Bowl Index (RBI) which was developed to assess the extent of a country's capacity to overcome food security challenges and places Indonesia in 10th place out of 15 countries in the Asia Pacific (Syngenta and FSG 2016). This is also supported by data on Indonesia's rice consumption levels where when compared to other ASEAN countries, Indonesia's rice consumption levels are relatively high at 36.413 million tons, Vietnam at 21.490 and Myanmar at 10.440 million tons. Indonesia's rice consumption level is 33.47 million tons, an increase from the previous year of 114.6 kg per capita per year. The increase in rice consumption from year to year is one indicator of food security policies that have not been implemented properly because diversification efforts have not been implemented effectively.

The main problem in realizing food security in Indonesia today is related to the level of demand for food which is greater than the amount of available supply. The rapidly increasing demand is the effect of increasing population, economic growth, increasing purchasing power of the community and changes in tastes in the community. Meanwhile, the national food production capacity is growing slowly or even stagnant due to competition in the use of land and water resources, land conversion and stagnant growth in land productivity and agricultural labor. The imbalance in the level of demand and the level of national production capacity has resulted in a tendency for increasing national food supplies from abroad (import policy). The existence of this import food policy is related to efforts to realize and ensure the stability of food supplies and rice prices. Factors such as fluctuations in domestic production, high consumption needs and efforts to maintain food reserves are the main reasons behind the decision/policy to import rice. In the last 7 years, the Indonesian Government has continued to import rice. Based on data from the Central Statistics Agency, in 2023 Indonesia imported 3.06 million tons of rice, this figure increased from the previous year (2022) which was 429.20 thousand tons. This indicates that Indonesia's rice supply is still limited.

Based on the food security issues, various efforts continue to be made by the Government to strengthen food security in Indonesia, including from the supply side related to increasing production, food diversification efforts, food distribution efficiency, the use of technology to increase food production and quality to strengthening national food stocks. Thus it can be said that efforts to realize food security for all Indonesian people are aimed at increasing community food security through the provision of sufficient food within a diverse, nutritious, balanced and safe food framework.

Food and Nutrition Security is a complex matter that connects agriculture, food, nutrition, health and environmental systems. Based on this, the complexity in achieving the objectives of food and nutrition security policies as stated in Law No. 18 of 2012 concerning Food and Government Regulation No. 17 of 2015 concerning Food and Nutrition Security, then its handling requires the involvement/active role of ministries/institutions across sectors both at the central and regional levels.

(IKP) measurement by the National Food Agency (Bapanas) in 2023, West Papua Province has a low IKP score, namely ranking the lowest in Indonesia with an index value of 47.95 and is included in Priority 2 (food security status: vulnerable). Based on these problems, the West Papua Provincial Government through the Food Security Service is trying to change the provincial IKP score, namely improving the IKP to be better, in this case focusing on being able to reduce the number of areas vulnerable to food insecurity in West Papua Province so that food security and independence are realized in West Papua Province.

The West Papua Province Food Security Service based on the West Papua Governor Regulation Number 19 of 2018 concerning the Description of Duties and Functions of the Food Security Service, has the task and role to coordinate, determine and implement policies for developing food availability and preventing and handling food and nutritional insecurity, developing a distribution system and stabilizing food prices, developing diversification of food consumption and increasing food security.

Based on the duties and roles of the Food Security Service in striving to improve the IKP of West Papua Province, one of the main activities that can represent the assessment/measurement of food security handling and evaluation of regional food security achievement is through the Food Security and Vulnerability Map (*FSVA*). This is because the indicators used in the IKP are indicators that are also used in the preparation of the *FSVA*.

In the preparation of *FSVA*, cross-sector synergy is needed which is determined through policy instruments in the government network. A series of repeated multi-sectoral actor interactions give rise to complex relationships between actors, resource exchanges and

negotiations which are then theoretically called governance of government networks or *Governance Networks*. In line with *Social Network Theory* (Klijn & Koppenjan, 2016), according to Toole (2012) In the policy implementation stage, cooperation and coordination from several organizations or parts of the organization are very much needed and according to Gordon in Mulyadi (2015) stated that implementation is related to various activities that are directed at program realization. Therefore, in this study, the researcher uses the preparation of FSVA where the preparation of FSVA is one of the programs/activities in implementing food security policies which aims to be a focus in knowing how the process or dynamics of *Governance Networks* are in implementing food security policies.

Thus Based on the descriptions above, the formulation of the problem in this study is viewed from *the Governance Networks Perspective*, namely how is the network structure in the implementation of food policies and how is the coordination between actors in the food security policy implementation network in West Papua Province.

2. THEORETICAL REVIEW

Governance Network

Governance Network is an interdependent relationship of actors who have authority (autonomy) in the public, private and social sectors who work together in achieving the goals of the network organization. The Governance Network approach *focuses on* interaction and negotiation to resolve conflicts and government strategies to bridge differences between actors in the completion of public policies, programs and public services. In the *Governance Network*, policy implementation involves various interacting actors and *stakeholders* who are seen working according to institutional characteristics and following existing processes. Klijn & Koppenjan (2016) state that the *Network Governance* theory is related to complexity, interdependence between institutions and how to solve the problems faced.

Network Governance process is an action of government networks, where actors collaborate and move collectively through cooperation mechanisms between government institutions. According to cf. Hollnd, 1995, Geert T et al, 2009 (Rukmana SNS, 2020) The complexity theory referred to in *the Governance Network* is a process consisting of several actors who interact with each other, exchange information and resources in implementation. The structure of the policy network is an important component because knowledge of the network structure will help us understand the situation in the policy network. The pattern of relationships between actors in the policy network will appear by itself. The structure

characterizes the network and influences the way actors work and interact (Klijn and Koppenjan, 2016:24).

Public policies are programs created by the government, where these programs have goals and targets that have been previously determined by the government.

Public policy always contains at least three basic components, namely goals, targets and how to achieve these goals and objectives (Wibawa, 1994). The interaction between these three components is commonly called implementation. A policy will be seen to be useful if the policy has been implemented. Implementation is one of the important steps in the public policy process. Implementation is the stage of realizing policy/program objectives. According to Rondinelli & Cheema, 1983:28 (Rukmana, SN S, 2020) there are four factors that influence the performance of policy implementation, namely 1). Environmental conditions, 2). Inter-organizational relationships, 3). Resources; 4). Characteristic implementing agencies.

Food security

Food is a basic human need that must be met at all times and plays a vital role in the life of a nation. The food security and stunting reduction program is one of the priorities in the 2022-2024 National Development Agenda. The government must formulate food policies that can improve food security. These food policies include the availability of food supplies in good quantity and quality as well as affordable food prices for the community and safe for consumption according to the pillars of food security.

In relation to access to information related to the food security status of a region, the central government publishes the IKP (Food Security Index) & FSVA (National *Food Security and Vulnerability Atlas*), while regional governments, both provincial and district/city, publish the *Food Security and Vulnerability Atlas* (FSVA).

Efforts to evaluate food and nutrition security continue to be carried out through the development of Indexes such as the FAO Index, *Global Hanger Index* (GHI), *Global Food Security Index* (GFSI), *Food Security and Vulnerability Atlas* (FSVA), *Rice Bowl Index*, *Hunger and Nutrition Security Index* (HANCI). Each index has different characteristics. The FAO index and HHI measure world hunger, FSVA maps food insecurity in Indonesia on a rural scale, GFSI measures food and nutrition security, and HANCI measures each country's commitment to food and nutrition.

Food Agriculture Organization (FAO) states that the evaluation of food and nutrition security can use three indicators, namely structural, process and outcome indicators. Structural indicators of food and nutrition security describe the commitment of a country or province to

address food and nutrition security issues. The majority of indices evaluate food and nutrition security in terms of outcomes except for HANCI which evaluates the government's commitment to addressing food and nutrition issues. Government commitment consists of regulations and policies that are developed and processed to be implemented in the form of programs and have a budget for their implementation. *The Food Agriculture Organization* (FAO) is the foundation for Food Security development programs at the National, Provincial or Regency/City levels.

Food security indicators of a country, province to district/city can be known using the Food Security Index/IKP (*Food Security Index*) and Food Availability Through *Food Balance Sheet* (NBM) in a certain period. Food security is multidimensional, so that the assessment of the food security situation requires a comprehensive measure involving a series of indicators. These indicators are combined to produce a composite value of food security, which is then used as the Food Security Index/IKP.

The preparation of the IKP adopts the measurement of the global index (*Global Food Security Index* -GFSI) with various methodological adjustments according to the availability and information at the district/city and provincial levels . This IKP is also an inseparable part of the Food Security and Vulnerability Atlas (*FSVA*) , because the indicators used in the IKP are the indicators used in the preparation of the National FSVA. This is done so that the results of the IKP are in line with the results of the National FSVA. The National FSVA has a very strategic role in measuring the achievement of Food Security Development in a region, measuring regional performance in fulfilling the mandatory affairs of the central government and local governments and is one of the tools in determining regional priorities and program intervention priorities.

Specifically, the preparation of the National IKP is carried out with the aim of evaluating the achievement of food and nutrition security in districts/municipalities and provinces and providing an overview of the ranking of food security achievements in districts/municipalities and provinces compared to other districts/municipalities and provinces. The IKP that is prepared is expected to be used as a basis when carrying out program interventions so that they are more focused and targeted. In order to determine the level of food security in a region along with its supporting factors, an assessment system has been developed in the form of an IKP that refers to the definition of food security and the subsystems that form the food security system. The IKP prepared by the National Food Agency is an adjustment and existing index based on the availability of data at the district/municipal and provincial levels.

The nine indicators used in compiling the IKP are derived from three aspects of food security, namely availability, affordability and utilization of food. The selection of indicators used in the IKP is based on (i). the results of a review of global food security; (ii). The level of sensitivity in measuring the situation of food and nutritional security; (iii). Representation of the three pillars of food security, and (iv). Availability of data that is routinely available for the period (annually) and covers all districts/cities and provinces.

Nine indicators as the basis for determining IKP: 1). The ratio of normative consumption per capita to net availability; 2). The percentage of the population living below the poverty line; 3). The percentage of households with a proportion of food expenditure of more than 65% to total expenditure; 4). The percentage of households without access to electricity; 5). The average length of schooling for women is over 15 years; 6). The percentage of households without access to clean water; 7). The ratio of the number of residents per health worker to the level of population density; 8). The percentage of toddlers with below standard height (stunting); 9). Life expectancy at birth.

The next weighting method is used to determine the relative importance level of indicators to each aspect of food security. The weighting method in compiling the IKP refers to the method developed by the EIU in compiling the GFSI (EIU) and GHI (IFPRI).

3. RESEARCH METHODS

The approach used in this study is a qualitative approach. The research process used in writing this study is a deductive approach. This approach is used because this study departs from a number of concepts and theories related to *Governance Networks* that have been widely developed. Then reduced into a number of research questions, research focuses and conceptual frameworks. To provide limitations in research, it is necessary to focus on *Social Network Theory* (Klijn & Koppenjan, 2016). The focus of this study is *the Governance Network* which is explained from the Structure and relations in the network and coordination in the network. The structure in a network organization is a pattern of actor interaction in a network organization that is not only a characteristic of the network organization but also affects the way actors work and the working mechanisms of actors in the network organization. The structure in the policy network is intended to see the position of actors in the implementation of the policy network. Relations are intended to see the relational relationships of each actor involved, working and interacting in the public policy network process. Coordination is an important dimension in a network organization.

This research was conducted at the Food Security Service of West Papua Province. The selection of this location was carried out purposively *as* the tendency of studies that are developing in State/Public Administration, namely that West Papua Province is in the low ranking where the development of agricultural land potential and food policies are still not optimal. This is indicated by the results of the Food Security Index (IKP) measurement by the National Food Agency (Bapanas) in 2023, West Papua Province has a low IKP score, namely occupying the lowest ranking in Indonesia with an index value of 47.95.

4. RESEARCH RESULTS AND DISCUSSION

According to Kljin & Koppenjan (2016) stated that the *Network Governance theory* is related to complexity, inter-institutional dependency and how to solve the problems faced. The *Network Governance theory* according to Keith G. Provan & Patrick Kennis (2015) focuses more on the interaction between participants in government affairs involving the functions of authorized institutions and structures to work together in allocating resources in the network, and according to Tjokroamidjojo (2000) the main focus of the *governance* approach is the synergy of government, private and community collaboration.

In line with several theoretical views above, overall in carrying out the duties and functions of the West Papua Provincial Food Security Service, which is based on the Regulation of the Governor of West Papua Number 19 of 2018 concerning the Description of Duties and Functions of the Food Security Service and with reference to Law No. 18 of 2012 concerning Food and Government Regulation No. 17 of 2015 concerning Food Security and Nutrition, then in every realization of the objectives of the food security program / policy through the implementation of main activities, a Working Team or Network Organization (Network) consisting of various cross-sector organizations is always formed.

The actors in the food security policy implementation network organization when viewed based on the regulations above, namely the West Papua Provincial government institutions consisting of: Food Security Service, Bappeda, Food Crops, Horticulture and Plantation Service, Animal Husbandry and Animal Health Service, Marine and Fisheries Service, UPTD Food Safety and Quality Supervision Center, Fish, Animal and Plant Quarantine Service, Industry and Trade Service, Social Service, Health Service, Education Service, Energy and Mineral Resources Service, Central Statistics Agency (BPS), Regional Disaster Management Agency (BPBD), BMKG (Meteorology, Climatology and Geophysics Agency), BPOM (Food and Drug Supervision Center), West Papua Police Food Task Force and Regency/City (Service/Field/Enumerator). Non-Governmental/Private Institutions,

namely: BULOG (Logistics Affairs Agency), BI (Bank Indonesia), Academics (University of Papua-UNIPA), Provincial/District PKK Team and Food Provider Business Actors (Distributors/Traders/Modern Markets and Rice Milling Units). The community components in this case as the target of the activity are beneficiaries including Farmer Groups, Gapoktan, Dasa Wisma, Fostered Groups and Educational Institutions (Elementary Schools , Middle Schools, High Schools).

The study on the Implementation of Food Security Policy in the Perspective of *Governance Network* uses the *Social Network Theory approach*, where this approach explains the existence of structures and relations in the network and coordination between actors in the implementation of complex public policy networks. The actors in this study are focused on the Cross-Sector Team for the Preparation of FSVA based on the policy instrument, namely the Decree (SK) of the Head of Service Number 500.1.4/16/SK/DKPG-PB/2024 concerning the Establishment of the FSVA Preparation Team for West Papua Provinces in 2024. The actors in the Work Team or Network Organization for the Preparation of the FSVA for West Papua Province can be seen in **Figure 1** .

The target to be achieved from the activities of Compiling, Updating and Analyzing Food Security and Vulnerability Maps of Provinces and Districts is a decrease in the percentage of areas vulnerable to food insecurity. The percentage of areas vulnerable to food insecurity as a result of compiling FSVA is one of the indicators of regional development performance in the food sector, where this percentage decrease refers to reducing the number of areas vulnerable to food insecurity.

Referring to the performance conditions at the beginning of the 2021 RPJMD period, the results of the 2022 FSVA preparation (2021 indicator data) obtained a percentage result of 44.04. When compared to the results obtained in 2023 of 43.04, this also shows a decrease in the number of food vulnerable areas by 1%, where in 2022 there were 6 districts included in the category of Priority 1 (very vulnerable) and Priority 2 (somewhat vulnerable) food vulnerable districts. While in 2023 there were 4 districts included in the category of Priority 1 (very vulnerable) and Priority 2 (somewhat vulnerable) food vulnerable districts.

Based on the data above, it illustrates a decrease in the percentage and a decrease in the number of areas vulnerable to food insecurity. This shows the success of the performance of the Food Security Service in implementing food security policies. However, this success is considered not optimal in regional development in the food sector.

The target of the 2024 FSVA preparation is to reduce the percentage of areas vulnerable to food insecurity from 43.04 % (2023) to 42.04% (2024). The preparation of the FSVA of

West Papua Province would not have been possible without the support, collaboration, active participation and synergy across sectors as well as partnership cooperation between stakeholders such as district governments, private/BUMN/BUMD and community components in terms of providing data and information needed as well as the key to the implementation of policies/programs for food and nutrition security development.

Implement food security policies by utilizing the results of the FSVA preparation as one of the bases in determining the locus and target of intervention programs for eradicating areas vulnerable to food insecurity, reducing poverty, reducing stunting and cross-sectoral food security development programs.

Structure and Relations in Public Policy Networks

Tie patterns can basically be characteristics of the structure and relations in a network such as (number of) **contacts, trust, information sharing and resource exchange** .

The initial step to facilitate cross-sector actors to establish relationships and network participation as a basis for carrying out work activities such as coordination mechanisms, resource exchange, task distribution, interaction and output/outcome produced in achieving common goals/targets, namely the Establishment of a Work Team by issuing a Decree, in this case the Decree (SK) of the Head of the Food Security Service as its policy instrument. Decree of the Head of the Food Security Service of West Papua Province Number 500.1.4/16/SK/DKPG-PB/2024 Concerning the Establishment of the FSVA Preparation Team for West Papua Province in 2024.

The structure in the policy network explains the pattern of relationships seen from the position of each actor in working and interacting in the implementation of the policy network. While the relationship is intended to see the relational relationship of each actor involved, working and interacting in the public policy network process.

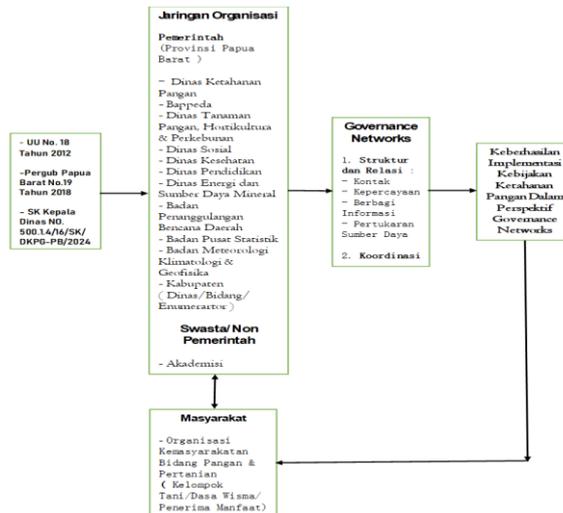


Figure 1. Food Security Policy Implementation Scheme

In the Perspective of *Governance Network*

Contact

Based on the Decree of the Head of the Food Security Service in the implementation of food security policies, the results of the study show that the formation of a work team is to build a *Governance Network* , as a network action whose government consists of many stakeholders or multi stakeholders. In *the Governance Network* , policy implementation involves the government and the private sector having clear objectives, a clear framework, structured and willing to work together to establish relationships in completing policies and improving public services. That every actor in the implementation of programs/policies has connections in the policy network.

Based on the policy device , the contact aspect consists of contact frequency, interaction duration, reciprocal relationship. The contact frequency is seen from the contribution of each actor in the policy device according to their duties and authorities.

Contributions consist of internal and external actors. Internal actors are active and play a role in decision making. While external actors are passive and carry out assistance tasks given by the network and do not participate in decision making.

Government actors as internal actors, the main contribution given is as a provider of resources, be it financial, skills or information in accordance with institutional characteristics and following existing processes. Where the contribution of government and non-government to the community/farmer groups is to conduct socialization and empowerment both in increasing the capacity of the community/farmer groups and the potential of the community/farmer groups. Government actors in implementing program activities need the

community/farmer groups as target groups with the resources they have, namely human resources or there is a connection with the community as the beneficiary. Likewise, the community needs the government in terms of increasing community capacity, sharing information and participating in supporting the sustainability of government programs.

Based on the research results, the duration of interaction between actors in *the Governance Network* is measured in terms of the quantity of meetings held by the FSVA Preparation Working Team. The meeting is in the form of a coordination meeting. With the background of limited resources, actors in the network are only able to hold three coordination meetings. The lack of intensity of coordination meetings which are only held three times a year according to the validity period of the Decree is also due to the level of busyness/ activity of the actors in their respective institutions so that the adjustment of the coordination meeting time becomes an obstacle. The low frequency and duration between the actors involved, to interact with each other also has an impact on the low mutual benefits felt between each actor. The relationship between the actors involved is also not running effectively because the interaction process between the actors involved (active participation) only occurs during the coordination meeting. In addition, there are actors who are less responsible in carrying out their duties and roles, namely not and/or being slow in providing the data and information needed as a form of their contribution to the network. Without the contribution of all stakeholders in the FSVA preparation network, it will not be possible to produce precise, fast and accurate data and information on the food security and vulnerability situation.

Trust

Trust as one of the determining factors for the success of a network organization where trust will support the achievement of policy objectives. The pattern of ties in a network is largely determined by the trust held between the actors involved. Where the interaction between actors who trust each other in the network will affect the contribution of the actors to share information with each other. Trust has a positive impact on increasing cooperation and collaboration in a network so that the actors involved do not hesitate and are based on mutual agreement.

The dimensions of trust in government networks (Klijn and Koppenjan, 2016:24) are: trust in agreements (*agreement trust*), benefit of doubts (*Benefit of the doubts*), reliability (*Reliability*), absence of opportunistic behavior (*The absence of opportunistic behavior*) and trust in goodwill (*Goodwill trust*).

Trust in the cooperation contract agreement (*agreement trust*) is important to ensure that actors remain active/do not hesitate in interacting, negotiating, exchanging resources and carrying out their duties and authorities in *the Governance Network*. *Agreement trust in the Governance Network* for the implementation of food security policies is a formulation of the initial agreement that has been agreed upon by each actor involved in the network.

Agreement trust in the Governance Network for the implementation of food security policies is based on the Decree of the Head of the West Papua Province Food Security Service Number 500.1.4/ 16 /SK/DKPG-PB/2024 concerning the Establishment of the West Papua Province FSVA Preparation Team in 2024. Meanwhile, the benefits of concern, reliability, absence of opportunistic behavior and trust in goodwill in *the Governance Network* for the implementation of food security policies in this case are in the form of a coordination meeting of the FSVA work team, where in the coordination meeting they jointly agree on the duties and authorities of each institution, remind each other of concerns about the failure to achieve goals and the actors involved have good intentions or want to support the success of the program. In the FSVA work team coordination meeting, the interaction process of the actors will exchange more data and information so that it is possible to find innovative solutions. Despite the existence of a cooperation agreement through policy instruments and the existence of coordination meetings held, the dimension of trust has not been running effectively, this is due to the level of busyness of the actors involved so that the Food Security Service as the main actor responsible for the FSVA preparation activities takes proactive steps to build collaboration, communication, coordination and levels of trust that will realize more satisfying results from the complex decision-making process in the network organization.

Sharing Information

Sharing information in a network is intended as the willingness of each actor to provide or inform the information they have. In addition, the aspect of sharing information in a network can also be a provision of a shared database for joint action (by different functions) in a network organization.

Information sharing plays an important role in collaborative organizations and government networks, Fawcett et al., 2007 (Rukmana S., N., S, 2020). The intensity of information sharing in a network affects the effectiveness and efficiency of network organizations to achieve effective information sharing strategies.

High-quality information sharing in networks is expected to involve not only exchanging appropriate and accurate information, but also doing it effectively and efficiently

so that decision making in network organizations is of high quality, Moh and Spekman 1994, Coudhury and Samper 1997, Gosain et al. 2005:138-152 (Rukmana S., N., S, 2020) .

The output of the performance of the West Papua Province Food Security Service based on the West Papua Governor Regulation Number 19 of 2018 concerning the Description of Duties and Functions of the Food Security Service, makes the Food Security Service an Institution/Government Agency Providing Data and Information on Food Security in West Papua Province. Where the Data and Information are in the form of output from the Food Security Analysis. In order to carry out food security analysis, primary and secondary data from government and non-government institutions are needed. One of them is the FSVA Preparation activity which requires data and information from multiple sectors to be able to fulfill the process of analyzing food security indicators that produce a map of food security and vulnerability.

The duties of the West Papua Province FSVA Preparation Team include: 1). Preparing materials (data and information) to prepare an Analysis of the 2024 West Papua Province FSVA Mapping ; 2). Conducting data processing and analysis as well as evaluating the food situation; 3). Preparing materials for formulating policies for handling vulnerability to food insecurity.

Based on the tasks of the actors involved as stated in the policy instruments regarding the preparation of FSVA, there needs to be information sharing in the form of providing data and information needed by the actors according to the characteristics of the agencies they represent, and coordination between agencies by paying attention to the quality of the information they have that is precise and accurate so that analysis results can be obtained that can be used as recommendations in decision making. Poor data quality, lack of coordination, scarcity of technical skills, poor legal framework and the existence of political barriers cause data openness (open data) to be hampered and make it difficult for sustainable change to occur (*World Wide Web Foundation* , 2014). In general, the information sharing that has occurred has been going quite well but not optimally. This is indicated by the quality of data and information owned by the actors causing quite good achievement of policy objectives, namely reducing the number of food vulnerable areas. However, at the institutional level at the district level, the availability of indicator data for the preparation of FSVA that is needed is not available at the sub-district level.

Resources Exchange

The availability of resources is very important in the implementation of every policy and has an important role in realizing the implementation of the policy. Therefore, the goals of actors or agencies cannot be achieved without using resources from other actors. The availability of resources in question can be in the form of *skills*, information and finance. In other words, the use of resources is important in building the nation and implementing policies and public services. The limited resources owned by each actor cause actor dependence. According to Hugh Compston 2009:6 (Rukmana, S., N., S., 2020) stated that resource dependence occurs when one actor causes a desire or need for something (*resource*) that is controlled by another actor.

Working mechanism of the 2024 West Papua Province FSVA Preparation Team : a). Collecting, compiling, consolidating, validating and analyzing data on agreed indicators; b). Holding meetings and monitoring periodically or at any time as needed; c). Submitting periodic and/or at any time reports according to the progress achieved by the Team for the preparation of vulnerability analysis to food insecurity. Based on the working mechanism of the FSVA preparation team in *the Governance Network* for the implementation of food policy, it can be seen that the preparation of the FSVA involves various actors who interact with each other and stakeholders involved work according to institutional characteristics and follow existing processes and require the exchange of resources between sectors.

Lack of information can cause a policy implementation to be suboptimal, inadequate facilities or infrastructure can affect the implementation of the program not running well, limited budget causes the achievement of policy objectives to be suboptimal, the level of knowledge and skills, commitment and self-awareness of each actor will determine the actions of the actors in realizing the success of the implementation of the food security policy. The process of exchanging resources in *the Governance Network* for the implementation of the food security policy has not been effective.

Coordination in Governance Network

Coordination in public policy networks is one of the factors that determine the achievement of network organization goals. In realizing the implementation of food security policies, an effective actor network is needed so that communication and coordination can be established intensively. because in *the Governance Network*, actors are forced to provide information periodically. The complexity of the problems in the *Governance Network* for the implementation of food security policies does seem complicated even though various actions

have been taken to overcome food security problems. So that synergy and intense coordination are needed between stakeholders who participate in the food security policy program. The food security policy program can be successfully implemented if each stakeholder is able to establish cooperation, collaborate and coordinate so that between agencies or stakeholders have the same perspective or understanding and have the same benchmark for success.

Coordination in the *Governance Network* for the implementation of food security policies is by holding meetings in the form of coordination meetings between actors or agencies, where in the coordination meeting 1) coordination of tasks is carried out, namely discussing & discussing the tasks and authorities and contributions of each actor or agency, 2) sharing information and 3) how to solve problems and resolve conflicts in the implementation of food security policies in order to improve public services. Thus, coordination in *the Governance Network* for the implementation of food security policies can be described as one of the strategic coordinations in the network, namely *Coordination Mutual Adjustment*, where this coordination is a series of joint actions in determining the achievement of network organization goals. With the coordination, it allows for information sharing, resource exchange, clear division of tasks and intensive participation and involvement from across sectors.

As the task and role of the Food Security Service is to coordinate, where this coordination will affect the effectiveness and harmonization of cross-sectoral steps in the network so that the implementation of food policies can be successful. Likewise in the preparation of FSVA, cross-sectoral coordination is very important and has a great influence on the provision of data and information needed in order to reduce the number of areas vulnerable to food insecurity in West Papua. Based on the results of the study in general in the preparation of FSVA, coordination in the network has not been optimal. This is known from the coordination between cross-sectoral actors at the provincial level and at the district level in the food sector has not been implemented properly.

5. CONCLUSION

Policy networks are groups of actors/organizations that are interconnected due to resource dependencies through a series of interacting and coordinating actions to solve public policy problems. The presence of *Governance Network* as a new study in public administration is basically a collaboration in the form of a network that is able to help the government in overcoming the limitations of the resources it has.

Based on the results of the research and discussion, it shows that overall *the Governance Network Approach* in the implementation of food security policies has been running quite well

but not optimally, where the structure in the network which includes trust, information sharing and resource exchange has not been running effectively. While the contact of the structure in the network has been implemented well, it is known with the establishment of a policy instrument, namely the Decree on the Establishment of the FSVA (*Food Security and Vulnerability Atlas*) Preparation Team. The relationship between actors in the network has not been running effectively. Coordination in the network uses strategic coordination Mutual Adjustment. Coordination. In general, in the preparation of FSVA, coordination has not been running optimally

6. REFERENCE

- Agustian, D., Patiung, M., Rembu, Y., Nur, M., Ode, S., & Regif, S. Y. (2023). Network governance in the implementation of food security policy. *Journal of Public Policy*, 14(1).
- Ariani, M. (2004). Strengthening regional food security to support national food security. *Center for Socio-Economic Analysis and Agricultural Policy*, 1999(70), 23–37.
- Cendikia Mulia Mandiri. (n.d.). *Research methodology*.
- Damanik, S. (2016). The relationship between food security and poverty based on the implementation of poverty alleviation policies in Indonesia. *Economics Development Analysis Journal*, 5(1), 38–47. [https://doi.org/10.1016/S0301-7036\(14\)708624](https://doi.org/10.1016/S0301-7036(14)708624)
- Government Regulation No. 17 of 2015 concerning food security and nutrition.
- Indiati, I., Pattiran, M., & Wahyudi, S. (2024). Empowerment of farmer, fisherman, and livestock farmer communities: A study at the Food Crops, Horticulture, and Plantation Service of West Papua Province. *Indo-Fintech Intellectuals: Journal of Economics and Business*, 4(2), 340–354.
- Irwansyah, M., Supriyono, B., Sujarwoto, S., & Mardiyono, M. (2023, July). Economic development and welfare after regional proliferation in Indonesia. In *International Conference of Public Administration and Governance (ICOPAG 2022)* (pp. 205–213). Atlantis Press.
- Klijn, E. H., & Koppenjan, J. (2016). *Governance networks in the public sector*. Routledge.
- Koliba, C. J., Meek, J. W., Zia, A., & Mills, R. E. (2019). *Governance networks in public administration and public policy*. Routledge.
- Law Number 18 of 2012 concerning food.
- National Food Agency (BPN). (2023). *Food security and vulnerability atlas 2023*. South Jakarta.
- National Food Agency (BPN). (2023). *Food security index 2023*. South Jakarta.

- O'Toole, L. J. Jr. (2012). Interorganizational relations in implementation. In B. G. Peters & J. Pierre (Eds.), *Handbook of public administration* (2nd ed.). Sage Publications.
- Prasetya, I., & Widiyano, D. (2013). Strategy to face food security (viewed from food needs and availability) of Indonesian population in the future (2015–2040). *Jurnal Bumi Indonesia*, 2(2).
- Rukmana, S. N. S. (2020). Analysis of governance network in food security policy implementation network in Bone Regency. Repository.unhas.ac.id.
- Suljatmiko, P. A., & Wahyudi, S. (2022). Analysis of the implementation of community empowerment program policy. *Nusantara: Journal of Social Sciences*.
- Tjokroamidjojo, B. (2000). Bureaucratic reform towards good governance. *Journal of Administrative and Organizational Sciences*, 1.
- West Papua Governor Regulation Number 19 of 2018 concerning description of duties and functions of the food security service.
- Wibawa, S. (1994). *Public policy*. Intermedia.