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Collaborative Governance in Indonesia's Nutritious Food Policy: A Multi-Stakeholder Implementation Model

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ABSTRACT

Indonesia continues to face substantial challenges in achieving food security and nutritional adequacy, with nearly 70% of its population unable to afford a healthy diet and childhood stunting rates remaining above 20%. Addressing these complex, interlinked issues requires a coordinated, multisectoral response. This study critically examines the implementation of the National Nutritious Food Policy, focusing on the role of stakeholder collaboration within a proposed model that combines two collaborative perspectives, based on the cluster model and the Ansell & Gash collaborative frameworks. This has made the analysis relevant to both practical and theoretical contexts. By employing a qualitative analysis grounded in a literature review and policy analysis, the research identifies four strategic pillars essential to policy success: governance and policy management, food provision and distribution, inter-organizational collaboration and promotion, and monitoring and evaluation. The study emphasizes the need for an integrated institutional framework that aligns national priorities with local capacities, including the engagement of small and medium enterprises (SMEs), Village-Owned Enterprises (BUMDes), and community organizations. Findings highlight that sustained improvements in food security and public health outcomes depend on solid coordination, infrastructure development, and inclusive stakeholder participation. The study contributes to the growing discourse on collaborative governance in public policy, particularly in the context of national nutrition interventions. It offers practical insights for optimizing multi-actor implementation strategies in Indonesia's food system.

A. INTRODUCTION

One of the most significant challenges the world faces is the issue of food availability and hunger. Poverty is associated with malnutrition, hunger, and stunting (Achmad et al., 2023; May, 2021; Schoeman et al., 2023). Indonesia still faces significant challenges in terms of food security and nutrition. According to reports by the World Food Programme (WFP) and UNICEF, nearly 70% of Indonesians are unable to afford a healthy diet, highlighting serious food security issues (UNICEF, 2023; World Food Programme, 2023). In addition, Indonesia also faces complex nutrition issues, with a high prevalence of stunting among children. From UNICEF data in 2023, the stunting rate among children under the age of five is still above 20%, which the WHO considers a chronic public health problem (UNICEF, 2023).

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Various factors, including widespread poverty among farmers, unsustainable agricultural practices, and malnutrition, generally exacerbate these food security challenges ([United Nations in Indonesia, 2023](#)). Although in recent years, Indonesia has made progress in reducing the stunting rate from 24.4% in 2021 to 21.6% in 2022, it is still too high and requires further attention ([UNICEF, 2023](#)).

Currently, Indonesia has taken steps to accelerate food system transformation through the National Long-Term Development Plan (RPJPN) 2025-2045, which emphasizes the importance of policies that support food system transformation. In addition, Indonesia is also developing a national pathway to transform the food system through the outcome of a series of dialogues at the national and sub-national levels ([United Nations in Indonesia, 2023](#)). The government, with support from international organizations such as the Food and Agriculture Organization (FAO) and the World Food Programme (WFP), continues to strive to improve the food system through various initiatives, including the provision of micro-credit to food supply entrepreneurs and improved food distribution programs ([United Nations in Indonesia, 2023](#); [World Food Programme, 2023](#)). Thus, a coordinated and comprehensive model is needed to address this challenge.

Food security supports the government's efforts to improve public health through the National Nutritious Food Policy. This policy is an initiative of the Indonesian government aimed at improving the health of the community, particularly children, by providing free, nutritious food. The program is expected to address the ongoing problems of malnutrition and stunting, which remain serious challenges in the country.

Practically, food policy involves complex issues and challenges, which necessitate a systemic, multi-level, and multi-stakeholder participatory approach to addressing interrelated issues across economic, social, and environmental dimensions. The complexity of Indonesia's food security challenges—ranging from widespread farmer poverty and unsustainable agricultural practices to distribution inefficiencies and nutritional deficits—cannot be adequately addressed through conventional top-down policy approaches.

Despite the ambitions, several critical governance challenges remain unaddressed in Indonesia's policy landscape. *First*, coordination failures across institutional levels continue to undermine policy effectiveness. The disconnect between national food security strategies and local implementation capacities has led to persistent gaps between policy objectives and on-the-ground outcomes. *Second*, inadequate stakeholder integration mechanisms have limited the participation of crucial actors, particularly small-scale producers, local enterprises, and community organizations. Significant concerns have been raised about their ability to deliver such change.

Third, resource mobilization and sustainability challenges plague food policy implementation. Current approaches often rely on centralized funding mechanisms that fail to leverage local resources and capacities, creating dependency relationships rather than sustainable food systems. The inability to effectively integrate small and medium enterprises (SMEs) and Village-Owned Enterprises (BUMDes) into food security strategies represents a significant missed opportunity for building resilient local food networks. *Fourth*, monitoring and accountability gaps have limited the ability to assess policy effectiveness and adapt implementation strategies. The absence of comprehensive multi-stakeholder feedback mechanisms has resulted in policies that may not respond adequately to changing local conditions and emerging challenges.

The collaborative governance approach becomes essential when addressing various matters, for it enables the integration of diverse resources, knowledge systems, and implementation capacities across government levels, private sector entities, civil society organizations, and communities. By prioritizing a collaborative mindset, the National Nutrition Agency Network Cluster Model is proposed as a solution to enhance the accessibility and

implementation of the National Nutritious Food Policy, particularly for the most vulnerable children and toddlers, pregnant women, and the elderly. The model aims to harness local potential through collaboration with SMEs and Village-Owned Enterprises (BUMDes), as well as involving community organizations and other stakeholders to create a sustainable, inclusive, and resilient food and nutrition system. This policy is expected to have a positive impact on public health and support the development of quality human resources. A successful public policy considers the sustainability aspects of a program and determines the necessary resources to ensure accurate allocation (Nugroho & Azmi, 2021). Therefore, this study focused on how the policy engages stakeholders at multiple levels to achieve success.

There have been many studies on the role of multi-stakeholders in a policy collaboration (Brunetti et al., 2020; Hovardas, 2021; Jansen & Kalas, 2020; Pistollato et al., 2024; Temitope, 2023), yet none have specifically examined free nutritious food programs on a national scale. Research on digital village policies is available, but it remains limited in quantity and has not yet yielded a theory that can be applied universally. The available study literature discussing free nutritious food policies is inadequate, so there are still few studies that examine the implementation process, the actors involved, and the policy network as the subject under study.

Proposing the National Nutrition Agency Network Cluster Model and Ansell & Gash's collaborative governance model, this study offers a structured approach to stakeholder integration that addresses both the coordination challenges and resource mobilization issues that have plagued previous food security initiatives. The research also contributed theoretically by advancing collaborative governance theory in the context of food policy implementation, particularly in decentralized governance systems. Practically, it provides actionable insights for policymakers, development practitioners, and community organizations involved in food security initiatives. Most significantly, it offers a replicable model that can inform similar collaborative governance approaches in other developing countries facing comparable food security challenges.

B. LITERATURE REVIEW

Collaborative Governance

The concept of collaborative governance arose in reaction to governance shortcomings that unduly depended on administrative techniques and hierarchical rules, which weren't always successful in handling complicated policy matters (Wang & Ran, 2023). Despite their basic differences, collaborative governance and network governance are sometimes confused. While collaborative governance stresses deliberate engagement among players in cooperative decision-making, network governance places more emphasis on coordination among actors within an interdependent system (Wang & Ran, 2023).

For collaborative governance to be implemented, there must be defined procedures in place to ensure that all parties involved coordinate. According to a study by Bianchi et al. (2021), several critical elements are necessary for collaborative governance to succeed, including the integration of institutional and public service perspectives to prevent decision-making fragmentation, support for the collaborative process, and the relationship between policy and public services (Bianchi et al., 2021). Furthermore, establishing trust between stakeholders is crucial for fostering productive working partnerships (Ansell & Gash, 2008). Inclusion management is also a primary concern in the study of collaborative governance. According to research by Ansell et al. (2020), the broader the scope of inclusion, the higher the transaction costs and complexity of negotiations required to reach agreements (Ansell et al., 2020). Therefore, a selective strategy is required to determine the most relevant actors to be involved in specific processes while still allowing other parties to provide input at appropriate stages

(Ansell et al., 2020). Furthermore, legitimacy and accountability are issues that collaborative governance must address. Cristofoli et al. (2022) assert that varied and overly large collaborations can complicate accountability procedures, making it more challenging to assign responsibility for specific actions. Nonetheless, cooperation can continue to operate well without losing credibility in the eyes of stakeholders if there is collaborative leadership and clear guidelines (Cristofoli et al., 2022). Another study by Fisher et al. (2020) shows that collaborative governance in natural resource management, particularly in the Amazon region, can help resolve conflicts of interest among various actors, including indigenous communities, governments, and the private sector (Fisher et al., 2020). This process enables a more equitable distribution of power and participatory conflict resolution. However, a major challenge in implementing collaborative governance in this context is ensuring that actors have sufficient capacity to participate equally in decision-making processes (Fisher et al., 2020).

By encouraging seamless collaboration among governments, healthcare providers, and civil society, Gordon et al. (2020) suggest that collaborative governance can enhance the integration of healthcare services within the context of social policy and public services. However, institutional elements like finance and supportive rules, together with strong leadership facilitation to ensure sustained collaboration, are critical to this model's success (Gordon et al., 2020). Additionally, in their study on forest governance, Roengtam & Agustiyara (2022) emphasize that effective coordination between the central and local governments, as well as the participation of several stakeholders, is necessary for collaborative governance in forest resource management (Roengtam & Agustiyara, 2022). Power disparities amongst participants may be a significant barrier to achieving sustainable government. The sustainability of collaboration and laws that permit adjustment to shifting social and environmental circumstances are essential to this model's success (Roengtam & Agustiyara, 2022). Furthermore, Calò et al. (2024) emphasize that the involvement of nonprofit organizations in collaborative governance is increasing in significance as a means of bridging the gap between public policy and community interests. Through a more inclusive, results-driven, community-based approach, this study demonstrates how the nonprofit sector's involvement can strengthen the legitimacy of collaborative governance (Calò et al., 2024). The problem, therefore, is how to sustain nonprofit sector involvement over the long haul without totally depending on outside funding or government grants (Calò et al., 2024).

To implement collaborative governance, a thorough comprehension of the social, political, and economic factors influencing governance dynamics is necessary for each implementation. Trust, inclusivity, consensus-based decision-making processes, a framework that strikes a balance between legitimacy and accountability, and sufficient institutional backing are all critical to this model's success. Further research is needed to determine how collaborative governance can be further developed as a successful approach to resolving diverse public policy issues across various industries and geographical areas.

Public Policy

Public policy is the primary instrument that governments use to address societal problems and achieve development goals. Various studies on public policy implementation have made significant progress, as they have developed numerous theoretical approaches to understand its implementation dynamics. One of the most discussed approaches is the top down and bottom-up approach, with limitations and strengths in the public policy implementation context (Kurhayadi, 2023). Another scholar highlights the significance of comprehending the several generations of policy implementation research, including procedural and structural methods, in the context of policy implementation (Mota, 2020).

Implementation refers to the act of carrying out previously decided-upon and agreed-upon actions. When it comes to implementing public policy, the policy implementation process is

crucial. The current policy will be useless and not work as intended if it is not implemented well. For this reason, in public policy, policy implementation is very important to achieve the goals of the establishment of a public policy (Anjany & Rahman, 2024).

The Free Nutritious Meal Policy

The Free Nutritious Meal Policy is a program launched by President-elect Prabowo Subianto. The goal of this program is to ensure that school children in Indonesia have access to healthy food. The goal of the program is to improve nutrition, address malnutrition, and encourage healthy eating patterns from an early age (Soma et al., 2024). Indonesia faces a double nutrition problem: childhood malnutrition and obesity. The School Child Nutrition Program (PROGAS), which operated from 2016 to 2018, concentrated on nutrition education and increasing the consumption of nutritious foods. However, due to management and distribution issues, the program was not successful (Soma et al., 2024). With wider distribution and strict supervision of food quality, this policy is expected to overcome the problems faced by the previous program. The program is expected to be able to reduce the consumption of street food, which is often unhygienic and contains harmful food additives (Soma et al., 2024). According to research using sentiment analysis on social media, this policy received mixed responses. According to a sentiment analysis conducted on 2,909 tweets made by users of app X (Twitter), 53.04 percent of the public opinion was positive, and 44.95 percent was negative (Nursinggah et al., 2024). People were generally positive about the program, which helps address the nutritional needs of children, especially in underprivileged areas. In addition, the program is considered to help the family economy by reducing spending on children's food at school (Nursinggah et al., 2024). In contrast, negative sentiments were primarily related to concerns about the program's implementation, including budget transparency, the effectiveness of food distribution, and potential misuse of funds. In addition, some communities also questioned whether the program would be sustainable or temporary (Nursinggah et al., 2024).

The success of the Free Nutritious Meal program depends on several factors. First, the community's understanding of good nutrition still varies. Although most parents understand the concept of *Isi Piringku*, which is a nutrition guide from the Ministry of Health, children's diets still show a high tendency towards processed and fast foods (Soma et al., 2024). Second, participation and supervision from various parties, including parents and schools, is crucial. Studies show that parents want to ensure that the food provided in the program is safe, hygienic, and in line with established nutritional standards (Soma et al., 2024). Third, the main issues are logistics and financial resources. Careful planning is needed for the provision of high-quality local food, equitable distribution of food, and transparent management of funds for the program to be successful (Nursinggah et al., 2024).

C. METHOD

This research uses a qualitative method. The qualitative method was chosen because the context is suitable for obtaining perspectives from various related parties, understanding the phenomena and policy dynamics that occur, and building a theory. The approach taken was to conduct a literature study. A thorough reference search and a significant amount of work are necessary for literature research to read, analyze, and find literature that will help address the research question. A literature review may serve as a valid research strategy if it is carried out in accordance with research objectives by following precise and structured procedures. It can be used to assess theories, examine data, determine correlations between variables, and determine the general level of knowledge on a subject. Literature reviews can also be used to enhance theory building, advise future research, and identify research gaps (Snyder, 2019). Many previous policy studies have adopted a literature review as the preferred research

approach (Arifin et al., 2023; Maharani & Puspasari, 2024; Sagala et al., 2024; Syafi'i & Zulaikha, 2024). Researchers drew references from various valid and reliable sources, including reports, news articles, previous research, regulations, and other relevant documents related to the topic. Relevant data were filtered and sorted, and then analysed in the research results. The sources were chosen based on their relevance, credibility, and contribution to the conceptual and practical understanding of the study question.

The inclusion criteria focus on multi-stakeholder collaboration in public policy, nutrition governance, and national food security programs, with a focus on the Indonesian setting. The search was undertaken using academic databases such as Scopus, ScienceDirect, and Google Scholar, as well as grey literature from government agencies and non-governmental organizations (NGOs). The analysis approach included classifying significant themes, identifying research gaps, and extracting insights about policy design, stakeholder roles, program implementation, and collaborative models.

D. RESULT AND DISCUSSION

Stakeholder Mapping, Collaboration Network, and Analysis

Identification of the roles of interest parties and how they connect within the collaboration network remains principal. The chart below describes the various agencies involved in the free nutritious meals policy. This policy is implemented on a national scale, covering schools spread throughout Indonesia. This policy involves many stakeholders, as depicted in Figure 1.

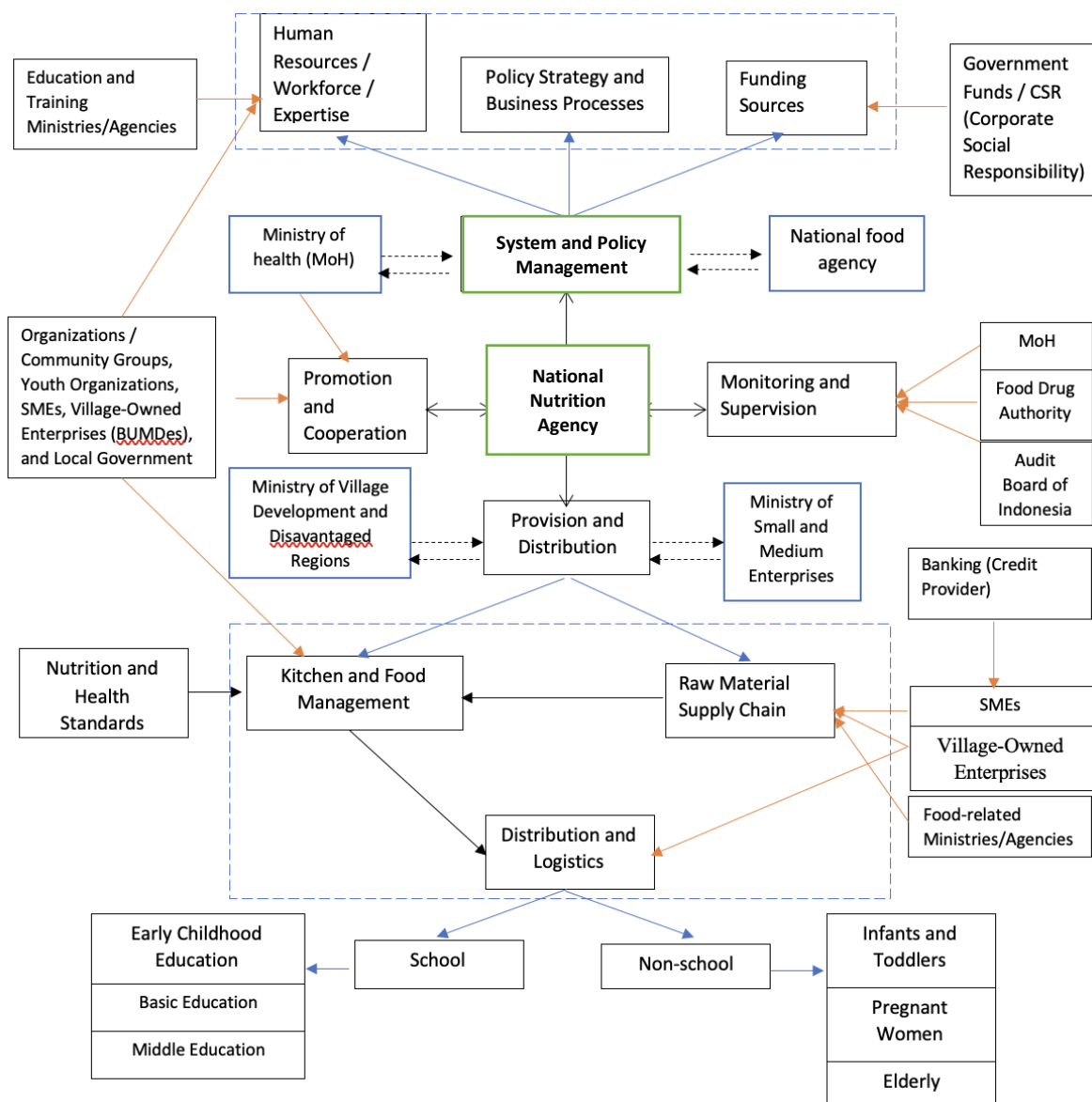
The national nutritious food policy cycle illustrates how stakeholders collaborate in Indonesia's national nutritious food program. The implementation of this policy involves several interrelated stakeholders. In the policy collaboration cycle, the National Nutrition Agency serves as the main sector hub of the national nutritious feeding program. It is responsible for coordinating four key areas in the policy cycle related to national nutrition system policy and governance, the provision and distribution of nutritious food, promotion and cooperation programs, and monitoring and supervision.

The input process that will determine the quality of policy implementation is the system and governance of national nutritious food delivery. In this process, the Ministry of Health can be involved in coordinating the formulation of health policies and strategies to fulfill community nutrition needs. Furthermore, it involves the National Food Agency in making food governance and distribution policies. At this stage, several key elements must be considered, including the policy's strategy and business process, human resources/workforce, and funding source. The strategy and business process of the policy refer to the extent to which the policy has formulated a strategy that can produce an appropriate output plan, as well as the clarity of the policy's business process, from planning to program evaluation.

Human resources/workforce refers to the extent to which human resources/workforce are available with the necessary expertise and can be utilized to support program implementation. HR capacity building can also involve ministries related to education and training. The funding source refers to the extent to which funding sources available can be utilized to finance a few planned budget items. These sources can come from government funds, CSR, and other sources of financing.

The outputs are available for distribution to the community through the provision and distribution stage. In terms of identifying the availability of materials for distribution, the Ministry of Villages and Disadvantaged Regions can coordinate with the Ministry of Food-based Village Development and Village Community Empowerment, which will contribute to the process of providing raw materials and food processing. In addition, this process can also involve cooperation from the Ministry of MSMEs to ensure that local MSMEs get local and healthy food. In this stage of the process, there are at least three core processes that will run.

The first core process in the raw material supply chain, in which there are activities in managing the quality and availability of raw materials. This can be supported by SMEs, Village-Owned Enterprises, and food-related ministries/agencies, such as the Ministry of Agriculture and the National Food Agency, among others. The second, Kitchen and Food Management process is Responsible for food processing in accordance with established nutrition and health standards. This process can also involve SMEs and Village-Owned Enterprises in standardized food processing. The last process, Distribution and Logistics, involves organizing the distribution of food to various important locations, including schools and non-school settings such as nursing homes, as well as to pregnant women, infants, and toddlers. Apart from government actors, this process can also involve the presence of Village-Owned Enterprises.



Source: (Data analysis, 2025)

Figure 1. Stakeholders and Their Roles in the National Food Policy

Efforts are being made to raise public awareness and strengthen the implementation of programs that support access to and consumption of nutritious foods, including promotion and cooperation on national nutritious food policies. There are educational campaigns, community

outreach, and collaboration with local government agencies in conducting socialization to the wider community. The Ministry of Health or local health offices can provide nutrition guidelines to the community, as well as to community groups, youth organizations, Village-Owned Enterprises, and other organizations in need. Monitoring and supervision are crucial processes to ensure the program is running smoothly and achieving its objectives. The quality of the inputs, processes, outputs, and impacts of the implementation, including the management of the budget and costs, is right on target. In this process, the Ministry of Health and the Indonesian Food and Drug Authority can oversee nutritional standards, and the Audit Board of Indonesia can conduct financial audits of the program. A cycle of cooperation involving various stakeholders yields a system design that is both adaptable and sustainable. Each stakeholder from the government, private sector, and the community can collaborate to address food and nutrition issues in the community by utilizing local resources and potential. Stakeholders can assist one another in determining the success of each stage by combining creative solutions and fostering effective collaborations.

Table 1. The Multi-Stakeholders Role in the Policy

No	Actor	Role
1	National Nutrition Agency	National Nutrition Policy and Strategy Funding for the National Nutrition Program Monitoring and Supervision of National Nutrition Policy Promotion and Collaboration for the National Nutrition Program Coordination of Policies and Collaboration on Nutritious Food Program Provision and Distribution of the National Nutrition Program
2	National Food Agency	Ensuring Availability of Nutritious Food Developing Food Distribution Infrastructure Food Price Stabilization Local Food Security Identification of Food-Insecure Areas
3	Ministry of Village Development and Disadvantaged Regions	Village Fund Policy for Food Security Development of Food-Based Villages Empowering Farmers and Village Communities Food and Nutrition Education for Villagers
4	Ministry of Small and Medium Enterprises (SMEs)	Empowerment of Local Food SMEs Guidance for Small and Medium Enterprises Expanding Market Access
5	Ministry of Health	Coordination of Public Nutrition Policies Nutrition Education and Counseling
6	Food and Drug Agency (FDA)	Food Quality Supervision Training and Certification
7	Financial Services Authority and Banks	Adequate Financing Access Education for Food Entrepreneurs Financial Product Innovation for Food Security Supervision
8	Village-Owned Enterprises (BUMDes)	Development of Local Food Products Provision of Food Access Food and Nutrition Distribution Village Food Storage
9	Small and Medium Enterprises (SMEs)	Provision of Nutritious Food Nutrition Education
10	Organizations / Community Groups / Youth Groups	Workforce Community Cadres Strengthening Social Networks
11	Community Volunteers and Village Facilitators	Community Empowerment Advocacy for Health and Nutrition

Source: Data Analysis (2025)

At the national level, initiatives to enhance food security and nutrition require the synchronized participation of numerous organizations and stakeholders, each of whom plays a unique yet complementary role within a larger governance framework. The National Nutrition Agency (NNA), the primary organization responsible for developing comprehensive national

nutrition policies and strategies, is at the center of these initiatives. By fostering and utilizing wholesome local food sources, these strategies seek to improve public health. Additionally, the agency must collaborate closely with the relevant ministries to develop comprehensive budget frameworks and operational plans for the National Nutrition Program. Equally important, the NNA conducts monitoring and supervision activities to ensure that nutrition-related initiatives are implemented effectively and in alignment with established national standards. The agency promotes a multisectoral approach to nutrition governance by raising public awareness through promotion and cross-sector collaboration in addition to its regulatory and administrative duties. Its scope also includes the arrangement of logistical plans for the supply and delivery of program materials to localities. Complementing the role of the NNA, the National Food Agency has a role in ensuring the continuous availability, quality, and safety of food products that meet nutritional requirements.

By monitoring and assessing the growth of distribution infrastructure—which is especially crucial for reaching underserved and remote areas—this organization plays a vital role in overseeing the country's food system. The organization strives to maintain stable food market prices in accordance with its purpose of ensuring affordability and accessibility for all segments of society. It also actively promotes the cultivation and utilization of local food sources as a means of enhancing community-level food security. In regions identified as food-insecure, the agency provides targeted support, thereby reinforcing equitable access to food across diverse geographic and socioeconomic settings. The Ministry of Village Development and Disadvantaged Regions makes a significant contribution to the national food and nutrition agenda, particularly in rural and remote areas. This ministry oversees the plan design that utilizes village resources to enhance food production and ensure that everyone in the community has access to a food stock. The ministry must create self-sufficient communities that can produce and sustain their own food needs by establishing the development of food-based villages. It also engages in empowering local farmers and village populations by providing access to agricultural resources and building local capacity for sustainable food production. Moreover, in collaboration with the NNA, the ministry provides nutrition education to villagers, raising awareness of healthy eating habits and long-term dietary improvements.

The Ministry of Small and Medium Enterprises (SMEs) plays a significant role in contributing to the development of the regional food economy. To help SMEs compete in larger domestic and international markets, this ministry is dedicated to enhancing the quality of regional food products produced by SMEs. Through a combination of training, mentorship, and technical guidance, the ministry ensures that SMEs can fulfill nutritional quality standards set forth by the NNA. Furthermore, the ministry supports market expansion initiatives by strengthening distribution networks, enhancing the availability and accessibility of nutritious local food products, while simultaneously increasing the income of small-scale producers. At the same time, the Ministry of Health undertakes activities focused on public education and policy alignment. To guarantee that community nutrition requirements are met through successful policy interventions, this ministry closely collaborates with the NNA. One of its primary responsibilities is to inform the public, particularly parents, teachers, and other caregivers, about the crucial role that a healthy diet plays in a child's development. These programs aim to bring about long-term changes in eating habits, in addition to increasing awareness.

The Food and Drug Agency's (FDA) primary duty is to ensure food safety. To ensure that food goods fulfil national food safety regulations, the agency checks them thoroughly before distributing them. It also gives food farmers rigorous instruction on the finest methods for processing and producing food. The successful completion of such training results in

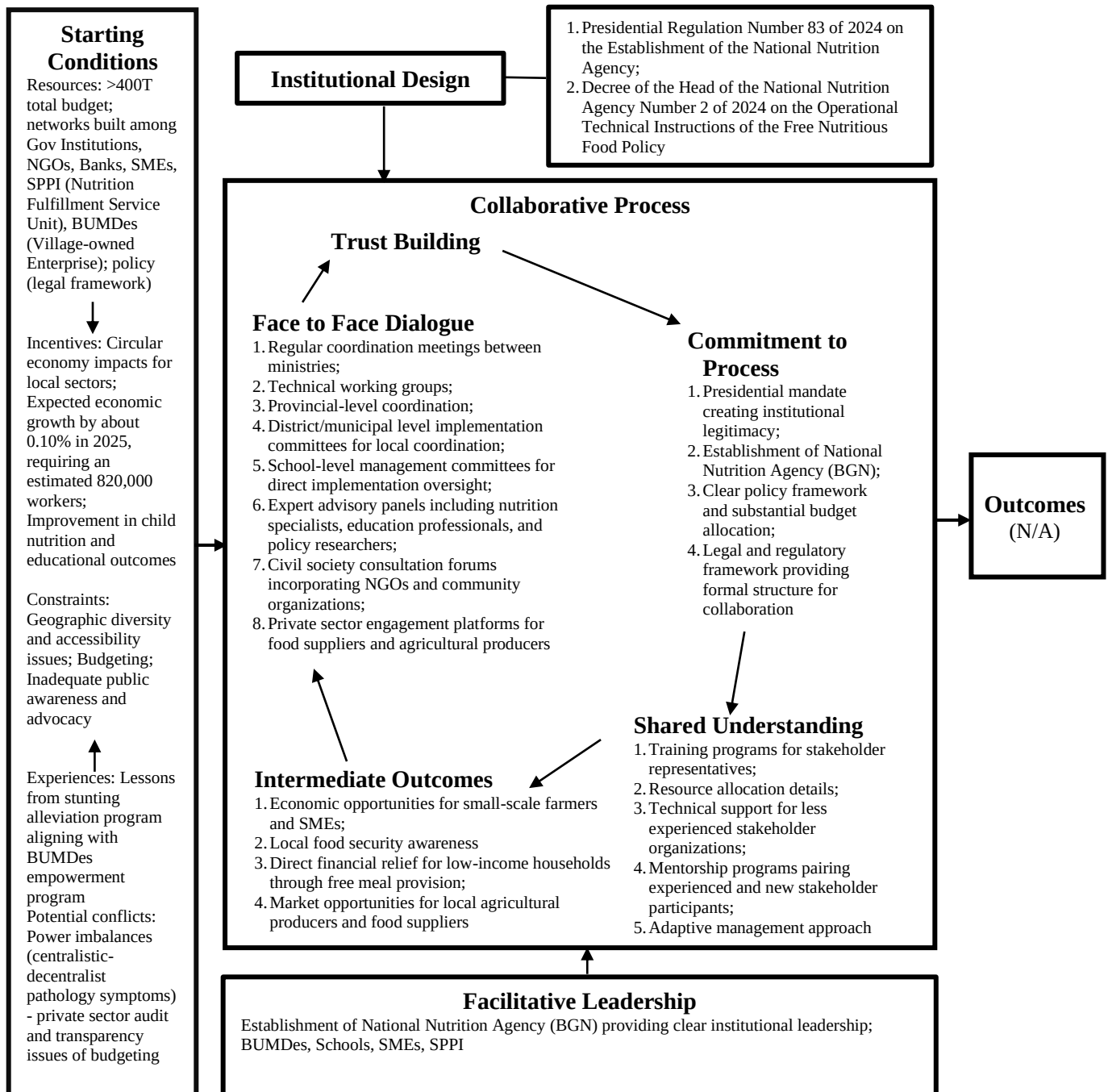
certification, which upholds customer confidence in the food supply chain and reinforces accountability. Micro, small, and medium-sized enterprises (MSMEs) in the food industry can obtain reasonable financial support through the Financial Services Authority, which collaborates with banking institutions to assist these businesses. This may include promoting low-interest loans and other tailored financial schemes that help these businesses to invest in equipment, production, and innovation. To improve their ability to efficiently manage financial resources, entrepreneurs—especially farmers and SME owners—are also provided with financial literacy training. Additionally, the industry is encouraged to develop innovative financial solutions tailored to the needs of food producers, while ensuring that all financial transactions are conducted transparently and accountably.

Village-Owned Enterprises (BUMDes) are important institutional players that serve as a link between local food producers and consumers at the community level. These institutions play a strategic role in supporting food access by developing and diversifying local food products, managing food outlets, and operating village-level food barns that serve as reserves during times of shortage or price instability. BUMDes are actively involved in distributing food aid, particularly targeting vulnerable groups and contributing to the social safety net. In the meantime, SMEs directly contribute to the availability of wholesome food, frequently working with the NNA. These businesses participate in nutrition education programs, particularly those targeting families and children, in addition to their production function, thereby helping to raise public awareness.

Lastly, the successful execution of nutrition programs at the local level depends on the participation of volunteers, youth organizations, and community organizations. These organizations often provide direct services to households and communities through field workers, educators, and advocates. Community cadres play a crucial role in encouraging balanced diets, performing outreach and education, and monitoring the nutritional status of the community members. These organizations help create a conducive environment for long-term nutrition improvement by utilizing social networks and encouraging a feeling of collective responsibility.

Theoretical Contribution for Ansell & Gash's Collaboration Framework

Elaborating on the Ansell & Gash's Collaboration Framework, the visual in Figure 2 describes the analysis of collaborative governance model in the context of the Free Nutritious Food Policy.



Source: Modified from Ansell and Gash Collaborative Governance Model (2008)

Figure 2. Ansell & Gash's Collaboration Framework of the Free Nutritious Food Policy

The findings from Indonesia's National Nutritious Food Policy strongly support the [Ansell and Gash's \(2008\)](#) collaborative governance theoretical view from the local Indonesian context, including:

- a. Collaborative governance-based hybrid institutional architecture
 BUMDes represents a unique Indonesian innovation that bridges community ownership with market efficiency. They serve as both economic actors and governance intermediaries, a role not typically seen in Western collaborative

governance models. The hybrid model allows for local ownership while maintaining a connection to national policy objectives

- b. Multi-level governance with local entrepreneurship means the integration of economic and social objectives. Unlike Western models that often separate governance from market activities, the Indonesian approach deliberately integrates SME development with nutrition policy. This creates sustainable financing mechanisms through local economic development rather than pure government funding
- c. Cultural adaptation of collaborative governance is possible through the emphasis on village facilitators and community volunteers that reflects Indonesia's communal cultural values (*gotong royong*). Local food preferences and traditional nutritional knowledge are integrated into national standards, showing how collaborative governance can be culturally responsive
- d. Decentralized coordination model in Indonesia that demonstrates how collaborative governance can maintain national coherence while allowing significant local adaptation. Regional ministries (Village Development, MSMEs) serve as intermediary coordinators, creating a three-tier governance structure.

Implications for Future Policy Practice

Future nutrition and food security policies should adopt a cluster-based design, where distinct functional areas, such as health, agriculture, and education, are separated yet coordinated through clear leadership and strong horizontal communication mechanisms. A hybrid public-private integration approach should be embedded from the start, ensuring local enterprises play a dual role as both service providers and governance participants, with financial inclusion mechanisms built into policy design from the outset. Capacity building must be an ongoing process, with training and certification programs incorporated into governance structures, ensuring that all participants are continuously equipped with the necessary skills. Policies should also be tailored to local cultural contexts, integrating traditional governance institutions alongside new structures, rather than imposing standardized models. Robust accountability frameworks are essential, focusing not only on service delivery outcomes but also on the quality of collaboration, relationship-building, and coordination across multiple actors with different reporting structures. Large-scale collaborative governance necessitates stronger intermediate coordination mechanisms to facilitate smooth operations and adjustments. Finally, cross-sector coordination, encompassing health, agriculture, education, and economic development, should be anticipated and institutionalized during policy design, preventing ad-hoc adjustments during implementation.

E. CONCLUSION

Underpinning the key findings, this research on Indonesia's National Nutritious Food Policy reveals a sophisticated multi-stakeholder collaboration involving 11 different stakeholder categories operating through four functional clusters: system and governance, provision and distribution, promotion and collaboration, and monitoring and supervision. The National Nutrition Agency serves as the central coordinating hub, orchestrating collaboration between government ministries, Village-Owned Enterprises (BUMDes), Small and Medium Enterprises (SMEs), financial institutions, and community organizations. The study identifies a unique hybrid institutional architecture where BUMDes function as critical governance bridges, simultaneously serving as economic actors and policy intermediaries while integrating traditional village structures with modern governance systems, creating a three-tier governance structure that maintains national policy coherence while allowing significant local adaptation across Indonesia's diverse contexts.

The research makes significant theoretical contributions by extending Ansell & Gash's collaborative governance framework to demonstrate its applicability at the national scale and introducing the concept of "hybrid institutional architecture" that challenges traditional Western collaborative governance models through the integration of market dynamics with public policy implementation. Empirically, it provides the first comprehensive analysis of multi-stakeholder collaboration in Indonesia's free nutritious meal program, demonstrating how collaborative governance can be culturally adapted to non-Western contexts. The study develops a four-cluster analytical framework for understanding complex multi-stakeholder policies and creates a stakeholder mapping methodology applicable to large-scale policy analysis.

Meanwhile, theoretically, this research demonstrates that collaborative governance theory must be reconceptualized for developing country contexts, requiring cultural adaptation, integration of traditional institutions as governance partners, and hybrid public-private arrangements that combine social objectives with economic sustainability. Practically, achieving national nutrition and food security objectives requires active participation from diverse actors through a multisectoral approach that integrates policy, education, infrastructure, finance, and grassroots engagement. The study identifies six critical success factors: (1) strengthening governance systems, (2) enhancing supply and distribution networks, (3) implementing promotion collaborations, (4) conducting continuous training and capacity building, (5) fostering partnerships with financial institutions, and (6) maintaining comprehensive monitoring and evaluation systems. The four-cluster implementation model ensures systematic coordination from policy formulation through service delivery, with particular emphasis on empowering local communities, SMEs, and BUMDes as key implementation partners. This research ultimately demonstrates that successful collaborative governance in complex societies requires innovative institutional arrangements that honor local contexts while achieving national policy objectives, offering valuable lessons for developing countries that implement large-scale collaborative policies in the food security and nutrition sectors.

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Contributorship

The division of roles in this research is as follows: the first author outlines the research design, prepares the literature review materials, and conducts the research process. Meanwhile, the second author is responsible for planning and conducting the research as well as supervising the manuscript writing process. The third author is responsible for compiling the article by incorporating relevant literature, reviewing the figures and tables, and handling the overall language transfer process. The fourth author contributed to data processing, analysis, synchronization, and article writing. The last authors checked and monitored the whole writing process.

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