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**| RESEARCH ARTICLE**

## **Collaborative Governance of the Food Security Program in Garut Regency, West Java Province**

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**| ABSTRACT**

This study aims to analyze the Collaborative Governance of the food security program in Garut Regency, West Java, and to formulate a model for Collaborative Governance in the food security program in Garut Regency, West Java. The theory used to analyze the Collaborative Governance of the food security program in Garut Regency is based on the perspective of Ansell and Gash (2007), which views the collaborative governance process from the dimensions of face-to-face dialogue, trust building, commitment to process, shared understanding, and intermediate outcomes. The research method used in this study is qualitative descriptive, where primary data is obtained through interviews and observations with purposively selected informants, including officers from the Indonesian National Army (TNI-AD) Headquarters and Kodim 0611, Garut Regency Government OPD (Regional Apparatus Organizations), community members, private sector representatives, and academics. The research findings indicate that: 1) Collaborative governance in the food security program in West Java is carried out by the Garut Regency Government, the community that manages agricultural land, the private sector that assists with distribution, seed provision, and the distribution of harvests, and the Indonesian National Army (TNI-AD), which helps provide pumps and supplies irrigation pipes and wells. Collaborative governance in the implementation of the food security program is not yet optimal based on the dimensions of face-to-face dialogue, trust building, commitment to the collaborative process, shared understanding, and intermediate outcomes, which have not been fully implemented; 2) The supporting factors for collaborative governance are the strong commitment from both the central and regional governments, and the significant potential of natural resources and land, while the inhibiting factors include suboptimal coordination among agencies, limited human resources and budget, complex bureaucracy, environmental factors and climate change, and the lack of synchronization between central and regional policies; 3) The researcher formulated the IALS Collaborative Governance Model for Food Security, which is developed from the Ansell and Gash (2007) model, and is believed to optimize collaborative governance in the implementation of food security in Garut Regency. The novelty of the model lies in the need to add the dimensions of legality, accountability, sustainability, and inclusive participation to the collaborative governance model in order to enhance the capacity and involvement of various collaboration actors specifically, and to optimize collaborative governance as a whole..

**| KEYWORDS**

Collaborative Governance, Food Security, Garut Regency

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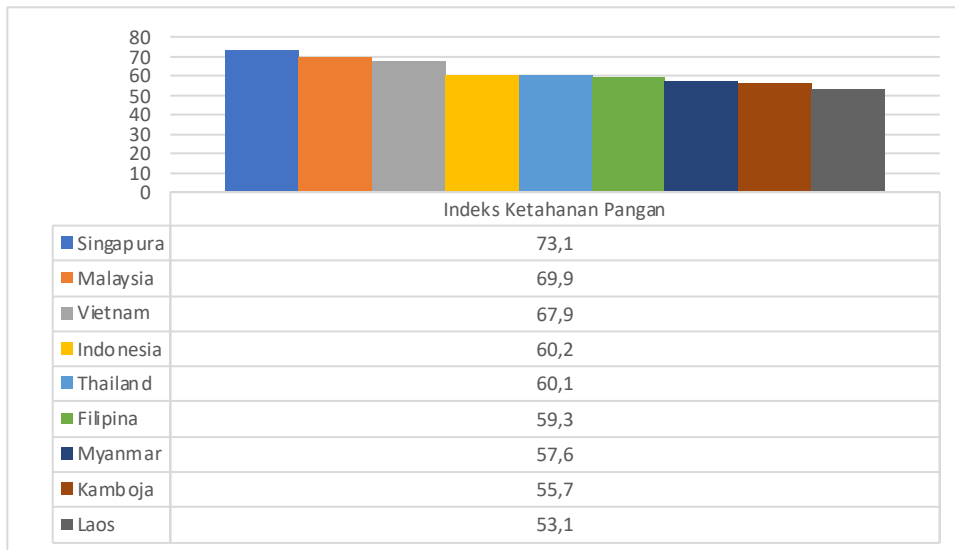
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### **1. Background**

Indonesia is a highly populated country currently facing challenges related to food security. The 2022 Global Food Security Index (GFSI) ranked Indonesia 69th out of 113 countries in terms of food security. (Economist Impact, 2022)

Figure 1: Food Security Index of ASEAN Countries in 2022

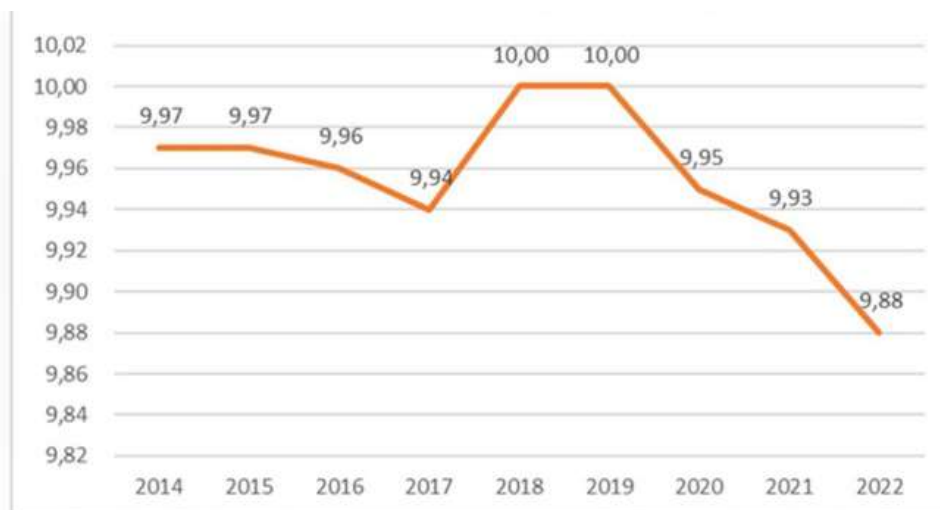


Source: Economist Impact, 2022

Indonesia ranks fourth in food security among ASEAN countries, behind Singapore, Malaysia, and Vietnam. This food security index provides a clear overview of how well each Southeast Asian country manages its food systems and ensures stable food access for its population.

According to Auriga data recorded in the 2023 Annual Report of the Agrarian Reform Consortium (KPA), Indonesia's rice field area continuously declined from 2015 to 2017. Although there was a temporary increase in 2018-2019, the decline resumed consistently from 2020 onward. By 2022, Indonesia's rice field area had shrunk to 9.88 million hectares, marking its lowest level since 2014.

Figure 2: Declined Rice Field of Indonesia 2014-2022



Sumber: Source: mapbiomas.nusantara.earth (Agrarian Reform Consortium, 2023)

The expansion of the plantation industry and infrastructure development has further reduced arable land and the living space of key agricultural producers. The decline in rice field area translates into a reduction in rice production capacity, one of Indonesia's

staple foods. As rice fields continue to shrink, there is an increased risk of declining rice production and food crops in general, which may threaten food availability and heighten dependence on imports. (Agrarian Reform Consortium, 2023)

In September 2020, President Jokowi introduced a policy and appointed the Minister of Defense, Lieutenant General (Ret.) Prabowo Subianto, as the leading sector in developing the national food estate, recognizing its strategic importance in food security. President Jokowi emphasized that food security is an essential part of national defense. (Ministry of Defense of the Republic of Indonesia, 2020)

As a priority program, food security initiatives were incorporated into Presidential Regulation No. 109 of 2020, which amends Presidential Regulation No. 3 of 2016 on the Acceleration of National Strategic Projects Implementation. This initiative, part of the 2020-2024 National Strategic Program, follows two schemes: non-military and military. Under the non-military scheme, land is sourced from farmers or farmer groups and managed by these groups in collaboration with investors. Meanwhile, the military scheme involves land acquisition from forest area releases and is managed through the Strategic Logistics Reserve Agency (BCLS) under the Ministry of Defense.

The implementation of this policy is not limited to territorial units of the Indonesian Army (TNI AD) alone. The widespread presence of TNI AD across Indonesia presents a strategic advantage for collaborating on the government's primary mission of achieving national food security.

West Java, as previously mentioned, is among the provinces with the highest agrarian conflicts and has experienced significant guremisasi (declining number of farmers). It also has the largest population in Indonesia, facing food insecurity challenges, with its Food Security Index ranking lower than other provinces. A similar situation is also observed in Banten Province.

Table 1: Food Security Index (IKP) and IKP Ranking of West Java Province and Its Comparison (2021-2023)

	2021	2022	2023	Average
Food Security Index Jawa Barat	77,79	77,55	82,19	79,18
West Java Food Security Index Rank	12	12	8	11
Top-Ranked Province	Bali	Bali	Bali	
Lowest-Ranked Province	Papua	Papua	Papua	

Resource: National Food Agency, 2021-2023

Based on the data in the table, the average Food Security Index (IKP) of West Java Province is 79.18, with an average ranking of 11. Additionally, the average Prevalence of Undernourishment (PoU) in West Java Province from 2021 to 2023 is 5.56% of the total population of 50.34 million people, indicating that approximately 2.79 million people still experience inadequate food consumption.

Several districts and cities in West Java Province have high food insecurity rates, which may pose challenges to food security. This can be observed in the following table:

Table 2: Food Insecurity Rates of Districts/Cities in West Java Province in 2023

Code	Regency/City Name	2022
(1)	(2)	(3)
3201	Bogor	7,54
3202	Sukabumi	4,87
3203	Cianjur	8,48
3204	Bandung	13,96
3205	Garut	14,47
3206	Tasikmalaya	7,05
3207	Ciamis	0,14

Code	Regency/City Name	2022
(1)	(2)	(3)
3208	Kuningan	8,98
3209	Cirebon	5,37
3210	Majalengka	14,09
3211	Sumedang	4,81
3212	Indramayu	3,06
3213	Subang	12,56
3214	Purwakarta	5,62
3215	Karawang	7,78
3216	Bekasi	9,93
3217	Bandung Barat	6,16
3218	Pangandaran	0,00**
3271	City of Bogor	13,95
3272	City of Sukabumi	16,32
3273	City of Bandung	16,39
3274	City of Cirebon	14,87
3275	City of Bekasi	11,78
3276	City of Depok	8,64
3277	City of Cimahi	11,92
3278	City of Tasikmalaya	5,65
3279	City of Banjar	0,00**
3200	Jawa Barat	9,21

Resource: BPS, Susena Maret 2023

Garut Regency is a region within West Java Province that ranks fifth in food insecurity. This condition is worsened by limited food access, whether in physical, economic, or social aspects. The average poverty rate in Garut Regency stands at 13.88%, which remains higher than the provincial average. The proportion of food expenditure is also higher than non-food expenditure.

The food consumption of Garut’s population has not yet been met in terms of both quality and quantity. The Food Pattern Score (PPH) has not reached the ideal level, and energy consumption by 2023 was only 65.5% to 81.1% of the Adequate Energy Intake (AKE), while protein consumption was 76% to 80.6% of the Adequate Protein Intake (AKP). The nutritional status of children under five in Garut Regency is below the national prevalence rate. In general, it can be concluded that Garut remains food insecure and requires improvements in food availability, access, consumption, and nutrition.

The Garut Regency Government, through its Regional Strategic Plan, has launched various initiatives to address this issue, including a collaborative governance-based program. This concept prioritizes multi-actor collaboration, involving government, communities, academia, the private sector, and civil society organizations to enhance the effectiveness of food security programs. This approach is considered relevant in addressing the complexity of food governance at the regional level, where government capacity is often limited in tackling issues holistically.

At the implementation level, collaboration in achieving food security in Garut Regency has not yet been well-facilitated among relevant stakeholders, meaning that the collaborating parties lack strong commitment and willingness to drive this initiative forward. Furthermore, efforts to build and maintain good relations with the local government have not been entirely harmonious, and synergy between programs and policies remains weak. Many existing programs and policies do not support each other or move in the same direction. Given this, it is crucial for the government, society, the military (TNI), and the private sector to engage in continuous coordination and communication to ensure that all efforts yield maximum impact.

On the other hand, Garut Regency makes a significant contribution to the agricultural sector in West Java, particularly in the production of strategic commodities such as rice, corn, and vegetables. However, several challenges persist, including: natural resource degradation due to agricultural land damage caused by erosion and suboptimal water management; infrastructure and technological limitations, where farmers lack access to modern agricultural tools and machinery; socioeconomic vulnerability, as most farmers are small-scale with limited capital and market access; and disaster threats, as Garut is prone to floods and landslides, which affect harvest stability..

Previous studies on food security have shown several tendencies in analyzing this policy. The first perspective examines food security from a profit-loss standpoint, considering the impacts of the policy. In this category of studies, the findings are quite concerning, as food security has the potential to fail, posing significant risks across various aspects of life. Meanwhile, other studies aim to capture environmental conditions that influence or are influenced by food security (Fahmid et al., 2022; Muhardiono & Hamdani, 2021).

The final group of studies examines food security from a defense perspective, viewing it as Indonesia's strategy for regional resilience (Basundoro & Sulaeman, 2022), as a governmental anticipatory measure to address the threat of a food crisis (Lasminingrat & Efriza, 2020), linking COVID-19, food shortages, and food security as a strategic response to these dual challenges (Wismayana & Pinatih, 2020), and comparing food security policies under Presidents Jokowi and SBY within a securitization framework (Fahira et al., 2022).

Most studies on food security focus on contexts outside Java (Wulandani & Anggraini, 2020; Nurleni, 2021; Pardede et al., 2022; Elviana, Rishelin, & Zahrina, 2022; Maswadi & Fitrianti, 2022). Meanwhile, studies on food security within Java remain limited. One of the few studies on food security in West Java compares the success of food security implementation across several villages in Garut Regency, West Java (Pujiriyani, Sugiasih, & Sutaryono, 2024).

Based on the explanation above, it is evident that food security is a fundamental aspect of sustainable development, particularly in agrarian regions like Garut Regency. However, in the implementation of food security programs, several challenges hinder their effectiveness. One of the main challenges is the lack of optimal collaboration between various stakeholders, including local governments, the Indonesian Army (TNI AD), communities, and the private sector.

Additionally, stakeholders still lack strong commitment and willingness to fully implement this program. Moreover, relations between the local government and relevant stakeholders have not yet achieved full synergy, both in policy planning and implementation. Existing programs and policies continue to operate in isolation, lacking strong mutual support. Furthermore, continuous coordination and communication between the government, society, TNI, and the private sector have not yet been fully established, preventing the initiatives from achieving their maximum impact.

Considering the broad scope of the issues and limitations of this study, the research focuses on the implementation of collaborative governance in the execution of food security programs involving the Indonesian Army (TNI AD). Food security policies in Garut Regency are based on several regulations, including Garut Regent Regulation No. 154 of 2021, which amends Garut Regent Regulation No. 44 of 2019 on the Strategic Plan of the Food Security Agency for 2019-2024. Additionally, Law No. 18 of 2012 on Food establishes the responsibility of local governments in ensuring food security, while Government Regulation No. 17 of 2015 on Food and Nutrition Security provides guidelines for planning, implementation, and supervision of food security policies. These regulations serve as a legal foundation for strengthening food security in Garut and ensuring that regional policies align with national strategies.

The research locus is limited to Garut Regency, an agrarian region in West Java Province with vast agricultural land and a variety of food crops. Despite its significant potential in agriculture, Garut faces serious challenges, including land degradation, land conversion, and natural disasters such as floods and landslides. These issues threaten the sustainability of food production in the region. As part of West Java, which is recognized as one of Indonesia's national food production centers, Garut Regency plays a crucial role in maintaining national food security. However, these challenges require comprehensive and collaborative solutions involving multiple stakeholders.

This study aims to address three main research questions related to food security governance in Garut. First, it examines how collaborative governance is implemented in food security programs within the region. Second, it identifies the supporting and inhibiting factors that influence the effectiveness of collaborative governance in food security efforts. Lastly, it seeks to formulate a collaborative governance model that can be implemented to enhance the effectiveness of food security programs in Garut Regency. By limiting the research period to 2022–2024 and utilizing collaborative governance theory as a framework, this study is expected to contribute valuable insights for the development of more effective food security strategies, particularly by enhancing synergy among stakeholders at the regional level.

**2. Literature Review**

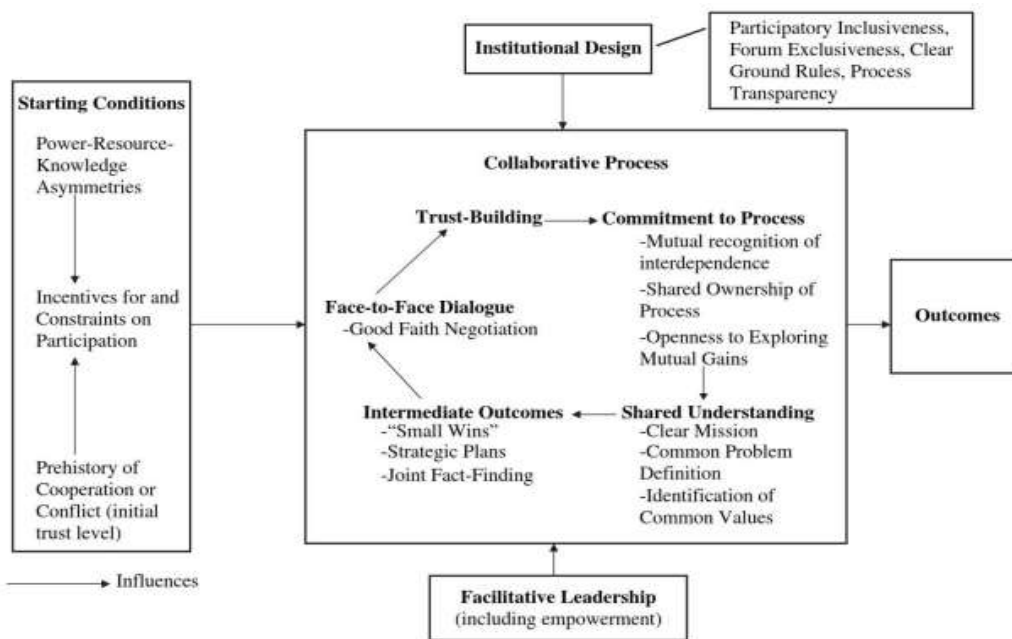
Konsep Collaborative Governance

The term collaborative governance refers to a governance approach that directly involves stakeholders outside the government or state, emphasizing consensus and deliberation in the collective decision-making process to create or implement public policies and programs (Astuti, R. S., Warsono, H., & Rachim, A., 2020). The primary focus of collaborative governance is on public policies and issues. While public institutions play a significant role in policy-making, the goal and process of collaboration are aimed at achieving a high degree of consensus among stakeholders. Collaborative governance seeks to realize social justice in fulfilling public interests. Collaboration itself is a concept that describes a facilitative process and implementation involving multiple organizations to solve problems that cannot or are not easily resolved by a single organization alone (Bingham & O’Leary, 2008).

The collaborative governance model emerged as a response to increasingly complex public problems, requiring multiple actors (multi-actor) to address these challenges. This means that collaborative governance can be understood as an effort to enhance public management effectiveness through cross-actor involvement within a governance framework. In general, governance structures consist of a state-dominated model, a government model, and a multi-actor model. Among these, the multi-actor model is considered the foundation of the collaborative governance approach.

Ansell and Gash (2007) formulated the concept and model of collaborative governance as follows:

Figure 3: Model Collaborative governance



Source : Ansell dan Gash, 2007

The dimensions of the Collaborative Governance Model can be outlined as follows (Astuti, R. S., Warsono, H., & Rachim, A., 2020). The first dimension is starting conditions, which influence the collaboration process before it begins. Certain initial conditions may either support or hinder cooperation among stakeholders and between institutions or organizations and stakeholders. Three key variables define these starting conditions: the imbalance of influence, power, resources, and knowledge among stakeholders; historical relationships, including past cooperation or conflicts among stakeholders; and the incentives and constraints affecting participation in collaboration. These factors determine the level of trust and engagement among stakeholders, shaping the foundation of the collaborative process.

The second dimension is institutional design, which refers to the fundamental rules of collaboration. Institutional design is critical as it provides procedural legitimacy for collaboration. The key aspects emphasized in institutional design include rules of

participation, the structure of the collaborative forum, clear implementation regulations, and transparency in the collaboration process. A well-defined institutional framework ensures that collaboration is structured, inclusive, and accountable, preventing conflicts arising from unclear roles and responsibilities.

The third dimension is facilitative leadership, which plays a crucial role in overcoming potential conflicts and distrust among stakeholders. While stakeholders may experience high levels of disagreement and skepticism, they often share a strong desire to participate in collaboration. Therefore, a trusted and widely accepted leader is necessary to act as a mediator in the collaboration process. Strong leadership, which is respected and trusted by all stakeholders, significantly increases the likelihood of successful collaboration. This type of leadership typically emerges from within the stakeholder community itself, ensuring legitimacy and credibility in the collaborative process.

The fourth dimension is the collaborative process, which does not necessarily follow a linear path but can start from any of its five key elements. The first element is face-to-face dialogue, which serves as the foundation of all collaborative governance. Such dialogues are process-oriented and aim to achieve consensus or agreements among stakeholders. They are typically conducted to identify opportunities and emphasize a win-win narrative, encouraging stakeholders to see the mutual benefits of collaboration.

The second element of the collaborative process is trust-building, which is closely linked to dialogue. Collaborative leaders must establish and maintain trust among stakeholders. Trust-building is a long-term process that requires time and a high level of commitment. Without trust, collaboration is unlikely to be effective, as stakeholders may remain skeptical about the intentions and actions of others.

The third element is commitment to the process, which increases when interdependence among stakeholders is high. Collaboration should not be seen as a one-time agreement but rather as an ongoing and mutually beneficial process. A strong commitment from all parties ensures that the collaboration remains sustainable and adaptable to changing circumstances.

The fourth element is mutual understanding, where stakeholders must develop a shared perspective on what can be achieved. This includes a clear common goal, a well-defined problem statement, and an agreed set of values guiding the collaboration. Mutual understanding ensures that all stakeholders are aligned in their objectives and expectations, reducing misunderstandings and conflicts.

The fifth and final element is intermediate outcomes, which refer to small but tangible achievements resulting from the collaborative process. Collaboration is more likely to continue when its benefits become visible, even if the results are still in an early stage. These small wins serve as motivators that strengthen trust and commitment among stakeholders, ultimately reinforcing the collaborative governance framework.

### **Food Security Concept**

Food security is Indonesia's effort to achieve food safety and stability. The Indonesian government has implemented the National Strategic Program to maintain stability post-pandemic, including ensuring food security in Indonesia (Ministry of Agriculture of the Republic of Indonesia, 2022). In addition to securing food supplies, the food security program aligns with the Indonesian government's efforts to achieve Goal 2 of the Sustainable Development Goals (SDGs), which aims to end hunger and achieve food security (Alsafana Rasman, Theresia, & Aginda, 2023).

Food security is defined as a condition where all people, at all times, have physical and economic access to safe, nutritious, and sufficient food that meets their dietary needs and food preferences for an active and healthy life. The concept of food security consists of four dimensions: food availability, food access, utilization, and stability. Food availability refers to the sufficient quantity and quality of food, whether from domestic production or imports. Food access relates to an individual's ability to obtain nutritious and adequate food through reliable sources. Utilization involves nutritional intake, sanitation, and health aspects to achieve physical and psychological well-being. Stability refers to the consistency of food availability and individual access to nutritious food, even in times of climate, economic, or political crises (Hafizha Alifya, Sari, & Yulianti, 2024).

Food security is a national priority program that is being intensively promoted by both the central and regional governments to achieve food self-sufficiency. The Garut Regency Government, as one of the autonomous regions in West Java Province, has launched various initiatives under its Regional Strategic Plan to address food security challenges, including a collaborative governance-based program.

This concept emphasizes cross-actor collaboration, particularly involving the government, the Indonesian Army (TNI AD), the community, and other societal elements to accelerate the food security program. This approach is considered relevant in addressing the complexity of food governance at the regional level, where government capacity is often limited in holistically managing the issue. However, despite the emphasis on collaboration, various stakeholders involved in the process have not yet

been effectively facilitated, meaning that their capacities and roles have not been fully optimized to create effective collaboration in the food security program. Additionally, existing programs and policies lack alignment and mutual reinforcement. Given these challenges, it is crucial for the government, society, TNI, and the private sector to engage in continuous coordination and communication under the collaborative governance approach to ensure that all efforts lead to maximum impact.

Therefore, this study aims to analyze the implementation of collaborative governance in the execution of food security programs in Garut Regency. Additionally, it seeks to identify the supporting and inhibiting factors affecting collaborative governance in the food security program. Ultimately, the study aims to recommend a model that can enhance the implementation of collaborative governance for a more effective and sustainable food security program.

The theoretical approach adopted in this study is based on the collaborative governance process theory, which suggests that collaborative governance can be achieved through face-to-face dialogue, trust-building, commitment to the process, mutual understanding, and short-term outcomes, along with other relevant concepts and theories (Ansell & Gash, 2007).

The results of the analysis regarding collaborative governance in food security programs, along with its supporting and inhibiting factors, will contribute to the development of a recommended model that holds both theoretical and practical significance. The expected outcome of this model is to enhance collaborative governance, making it more effective in addressing the various challenges encountered in implementing food security programs in Garut Regency, West Java Province. Ultimately, this will contribute to achieving food security, which supports governance, public service delivery, food stability, and community welfare.

**3. Methodology**

This study employs a qualitative descriptive research method, aiming to reach conclusions that cannot be derived through conventional statistical techniques or other measurable approaches. Through this method, a deeper understanding can be gained regarding the impact of various institutions and social groups on the lives of their members, as well as other social phenomena. As is common in qualitative research, this study requires diverse data sources, categorized into two main types: informants and documents. Informants are individuals who provide data through their speech and actions, making their words and behavior the primary pillar of data collection, while other elements serve as reinforcements or complementary sources.

In conducting this research, two main types of data are collected: primary data and secondary data. Primary data refers to information obtained directly from its source through direct interaction with research subjects. The collection of primary data can be conducted through interviews, direct observation, focus group discussions (FGDs), and surveys or questionnaires. This type of data may take the form of audio recordings, video recordings, or photographs, which are directly produced by the researcher. Since primary data is collected firsthand, it is new and relevant to the latest developments in the research context.

On the other hand, secondary data refers to information that is not directly obtained from its original source but rather gathered through pre-existing documents or records. This type of data includes written manuscripts, archived photographs, and statistical data compiled by other institutions. The management of secondary data requires a collection method tailored to its unique characteristics, ensuring that the data can be optimally utilized as a supporting component for analysis in this research.

The selection of informants in this study follows a non-probability sampling technique, a method that does not provide equal opportunities for all elements or members of the population to be selected as samples. Specifically, this study employs purposive sampling, where informants are chosen based on specific criteria relevant to the research objectives. This approach ensures that data collected is rich, contextually significant, and aligned with the study's analytical framework.

Table 3: List of Informan

No	Informant	Quantity
1	2	3
	<i>Public Sector</i>	
1	Regent of Garut	1
2	Regional Secretary of Garut Regency	1
3	Officials at the Garut Regency Food Security Office	1
4	Member of the Garut Regency Regional People's Representative Council	1
	Indonesian National Army	



No	Informant	Quantity
1	2	3
5	Chief of Indonesia Army Finance Directorate"	1
6	Army Territorial Selection Officer Kodim 0611/Garut	1
7	Garut Military Subdistrict Commander	1
	<i>Private sector</i>	
8	<i>Managing Director PT. Calbee Wings Food</i>	1
	<i>Society</i>	
9	Farming Community	1
10	Community Leaders	1
	<i>Academic Sector</i>	
11	Scholars	1
	Total	12

This study employs a combination of primary and secondary data collection techniques to ensure a comprehensive and well-rounded approach in analyzing collaborative governance in food security implementation. The primary data collection relies on in-depth interviews, allowing informants to express their insights, arguments, and perspectives freely. A structured interview guide is used as a reference, but questions are further developed during the conversation to gather deeper insights. Informants include representatives from provincial and local governments, regional legislative councils (DPRD), community leaders, and academics. In addition to interviews, the study also applies non-participant observation, ensuring that the researcher does not interfere in the observed activities. This method is chosen to maintain objectivity and preserve the natural setting of the subjects, avoiding external influences. The observations are conducted on-site in food security program locations, with an observation guide used to ensure consistency in data collection. Furthermore, the documentary study is utilized to collect reports, news articles, official documents, and academic literature relevant to collaborative governance in achieving regional resilience through food security programs in West Java Province. By combining these three methods, this research ensures data validity and reliability, providing a comprehensive perspective on governance, policy implementation, and stakeholder engagement in food security efforts.

In this qualitative study, data collection and analysis are conducted interactively, following the framework outlined by Huberman and Miles (2009: 20). The analysis process consists of four key stages, beginning with data collection, where information is systematically gathered from the field while maintaining a clear research focus. Following this, data condensation is carried out, involving the selection, simplification, abstraction, and transformation of raw data, including field notes, interview transcripts, and documents, to enhance clarity and organization. The next stage, data display, structures and organizes information to facilitate interpretation, deduction, and decision-making, with visual representation aiding in further analysis or intervention. Finally, conclusion drawing involves identifying patterns, causal relationships, and hypotheses, ensuring that findings are well-supported by empirical evidence.

To guarantee data validity and reliability, a rigorous verification process is applied through data representation and classification. This study employs triangulation, a technique that cross-checks findings using multiple sources and analytical methods to strengthen the credibility of the conclusions. Source triangulation is conducted by verifying data obtained from various stakeholders involved in collaborative governance for regional resilience through food security programs in West Java Province. By incorporating multiple validation techniques, this study ensures that data integrity is maintained, reinforcing the accuracy and trustworthiness of the research findings.

## 4. Result and Discussion

### 4.1 Collaborative governance in the Implementation of the Food Security Program in Garut Regency

#### 4.1.1 Face-to-Face Dialogue

The research findings indicate that internal dialogue in food security collaboration in Garut Regency serves as a crucial mechanism to ensure the effectiveness, efficiency, and accountability of program implementation. This dialogue involves various actors, including the Indonesian Army (TNI AD), local government, the Food Security Agency, and other related sectors.

Based on interviews with several informants, TNI AD, through Dirkuad Mabes TNI AD, emphasized that internal dialogue is conducted regularly to ensure that program implementation aligns with existing policies and budget utilization remains efficient. Kodim 0611 Garut added that internal dialogue covers program implementation evaluation, inter-sectoral coordination, capacity development, and agricultural product marketing.

The Garut Regency Government, through the Regional Secretary, also stated that internal dialogue includes the alignment of roles and responsibilities across institutions, resource allocation, and periodic program evaluations. Similarly, the Garut Regency Food Security Agency emphasized that the involvement of various stakeholders in internal dialogue is a strategic step to ensure effective coordination in addressing on-the-ground challenges.

Overall, the research findings show that internal dialogue has been running effectively in supporting the smooth implementation of the food security program in Garut Regency. However, the intensity of communication and broader stakeholder engagement still needs to be enhanced to achieve more optimal coordination.

In addition to internal dialogue, this study also reveals that external dialogue plays an equally important role in supporting food security. This dialogue involves interactions between the government, the Indonesian Army (TNI AD), the community, the private sector, academics, and other stakeholders. The Acting Regent of Garut stated that external communication among various parties has been running quite well but still needs to be strengthened so that challenges can be addressed collectively. The Garut Regency Regional People's Representative Council (DPRD) emphasized that they have a supervisory function and actively participate in cross-sectoral external dialogue with the Garut Regency Government (Pemkab Garut) and the Food Security Task Force.

The Garut Regency Food Security Agency explained that external dialogue is conducted to establish communication with various parties outside the program implementers to maximize public support and participation. However, interviews with residents of Kampung Selekt, Sukawargi Village, revealed that their involvement in external dialogue remains limited. The community mainly engages in discussions with the Food Security Task Force, while their involvement in joint planning with the government is still lacking. This was further confirmed by PT. Calbee Wings Food, which stated that private sector involvement in external dialogue remains focused on agro-sector cooperation during harvest seasons, with no regular forums for discussing long-term strategies. The research findings indicate that while external dialogue has been established, there is still room for improvement, particularly in ensuring that all stakeholders, including farming communities, have greater opportunities to participate in decision-making and program planning.

Field observations show that face-to-face dialogue in the implementation of food security programs in Garut Regency has been conducted effectively, both through internal and external dialogues. Internal dialogue within TNI AD and local government agencies aims to strengthen coordination and decision-making based on input from all relevant parties. Meanwhile, external dialogue involving communities, academics, and the private sector serves as a platform for stakeholders to express their views and aspirations regarding food security program implementation.

Several residents expressed their satisfaction with participating in initial dialogues, but they hoped for more frequent involvement, especially during the more comprehensive planning stages. Overall, field observations suggest that the dialogues conducted have opened space for constructive collaboration, allowing all stakeholders to participate in the decision-making process, thereby enhancing the likelihood of success in food security programs in Garut Regency.

From a theoretical perspective, this study reinforces the concept of Collaborative Governance, which emphasizes the importance of collaboration among the government, society, and other sectors in consensus-based decision-making. The Participatory Communication Theory is also relevant in this context, as communication that involves all stakeholders can enhance awareness, ownership, and commitment to food security programs. Additionally, Habermas' Dialogic Theory can be applied to understand how external dialogue functions as a space for stakeholders to exchange information, engage in discussions, and reach fair and democratic agreements (Habermas, J., 1981). The findings of this study indicate that effective collaboration and communication among stakeholders are key factors in the success of food security programs.

In terms of field implementation, the role of TNI AD as a communication mediator has been highly strategic in bridging interactions between the government, society, and the private sector. In addition to its defense function, TNI AD actively supports regional resilience through territorial development programs and Bhakti TNI initiatives. The research findings suggest that TNI AD can play a crucial role in facilitating more inclusive face-to-face dialogues, ensuring that the voices of the community and farmers are properly accommodated in food security policies. This role not only strengthens social resilience but also serves as part of a non-military defense strategy focused on community welfare development.

Based on the study's findings, several recommendations can be made to enhance the effectiveness of dialogue in food security programs. The Garut Regency Government needs to hold more structured and regular coordination meetings, with clear agendas and open discussion forums for all stakeholders. Farmer participation in external dialogue should also be increased, particularly in the planning and evaluation stages, to ensure that policies align with real conditions in the field. Additionally, the utilization of digital communication technologies, such as mobile applications or online platforms, could serve as a solution to improve access to information and accelerate coordination among various stakeholders. With improvements in both internal and external dialogue mechanisms, it is expected that food security programs in Garut Regency can become more effective, inclusive, and sustainable..

#### 4.1.2 Trust Building

Building trust in Collaborative Governance is a key factor in ensuring the success of collaboration among various stakeholders. Trust does not develop overnight but requires a long process supported by repeated interactions, shared positive experiences, and consistency in communication and actions. In the context of food security in Garut Regency, trust among the local government, TNI AD, the private sector, academics, and the community plays a crucial role in sustaining the success of the program.

Based on interviews with several informants, the Regional Secretary of Garut Regency emphasized that trust can be built through clear access to information for all parties, open and regular communication, and joint evaluations to ensure transparency in program implementation. This perspective is reinforced by statements from farmers in Sukawargi Village, who expressed their trust in the government's good intentions in implementing the food security program and appreciated the collaboration between the local government and TNI AD. However, the community also hopes for more intensive involvement in the dialogue process, particularly in the planning and evaluation stages.

In interviews with private sector representatives, PT. Calbee Wings Food emphasized that trust is the foundation of successful cooperation. Without strong trust, coordination and program implementation would face challenges. Therefore, the private sector also commits to actively participating in trust-building efforts through transparency in cooperation mechanisms and more active engagement in cross-sector discussions.

Meanwhile, academics from Garut University observed that public trust in TNI AD has already been well-established, based on TNI's track record of involvement in rural development programs such as ABRI Masuk Desa (AMD) and TNI Manunggal Membangun Desa (TMMD). The presence of TNI in social and development programs is perceived as having a positive impact on building public trust in the state and enhancing a sense of unity in achieving regional development goals.

Field observations indicate that close interactions between the government, TNI AD, the community, and the private sector create a space for open dialogue, strengthening relationships among stakeholders. Regular meetings serve as a crucial platform for maintaining trust, allowing each party to voice challenges, propose solutions, and reaffirm their commitment to the sustainability of the food security program. Observations also reveal that transparent, data-driven communication contributes to strengthening trust. Each stakeholder has access to information regarding program developments, existing challenges, and strategic steps to optimize outcomes. Through open communication, all parties feel valued and play a significant role in achieving food security in Garut Regency.

Aligned with these findings, Collaborative Governance Theory highlights that trust is a fundamental aspect of building consensus, strengthening inter-actor relationships, and facilitating expertise and resource-sharing. The dynamics of public policy in the Collaborative Governance perspective emphasize that a deliberative process involving all stakeholders must be based on mutual trust and transparency. Suwitri (2021) asserts that policy compromise and joint agreements are essential elements in producing effective and widely accepted policies. Therefore, building trust in food security collaboration does not solely depend on individual actions but also on a communication structure that enables active participation from all involved actors.

TNI AD plays a strategic role in strengthening public trust through various social development programs that have been implemented for decades. From the ABRI Masuk Desa (AMD) era to the TNI Manunggal Membangun Desa (TMMD) program, TNI AD has made tangible contributions in infrastructure development, education, and healthcare in rural areas. Through a humanistic and persuasive approach, TNI functions not only as a security force but also as a development partner that helps improve community welfare. TNI's success in building trust is also reflected in its engagement with local communities, prioritizing a participatory approach that involves residents in every stage of the program. By positioning the community as active participants rather than passive beneficiaries, TNI has fostered stronger relationships with local communities, further reinforcing their role in national development.

The trust built by the Indonesian Army (TNI-AD) and other stakeholders has a positive impact on social stability and the effectiveness of food security programs. Communities that trust the government and the military tend to be more active in supporting policies, participating in development programs, and cooperating in maintaining security and public order. In this context, trust is not only a social aspect but also serves as a strategic element in strengthening regional resilience and supporting sustainable local development.

Based on the findings of this study, it can be concluded that trust is a key factor in food security collaboration in Garut Regency. This trust is established through open communication, transparency in program management, and continuous interaction among the government, the military, the community, and the private sector. The Indonesian Army, with its proven track record in rural development, has successfully built positive relationships with the community, which serve as a crucial asset for ensuring the sustainability of food security programs. The trust that has been fostered not only enhances synergy among actors but also improves the effectiveness of policy implementation on the ground.

As a practical recommendation, the Garut Regency Government should strengthen sustainable networks and partnerships with various stakeholders. This network enhancement can be achieved through the use of digital communication technology, such as data-sharing platforms and transparent project management systems, ensuring that all parties have access to relevant information. Additionally, a more inclusive evaluation mechanism is needed to maintain and further develop the trust that has been built, adapting to the dynamics of the program. By adopting a more systematic and data-driven approach, food security collaboration can become more effective, sustainable, and deliver maximum benefits to society.

### **4.1.3 Commitment to the Process**

Commitment to the Process is a crucial element in ensuring the sustainability of collaboration among stakeholders in the food security program. One of the main aspects of this dimension is the interdependence among various parties involved. Research findings indicate that this interdependence has both positive and negative aspects. On the positive side, the involvement of multiple actors enriches discussions, leads to more holistic solutions, and enhances the legitimacy of decisions made. The diversity of perspectives also fosters innovation and creativity in addressing food security challenges, strengthens cooperation, and improves adaptability to changing needs and conditions. However, on the negative side, interdependence among actors can lead to conflicts of interest, bureaucratic complexity, and power imbalances, where more influential actors may dominate decision-making. Additionally, multi-stakeholder collaboration often requires significant resources in terms of time, effort, and costs, which can affect the effectiveness of policy implementation.

Interviews with various informants reveal that this interdependence is acknowledged by all parties involved in the food security program. The Logistics Directorate of the Indonesian Army Headquarters (Dirkuad Mabes TNI AD) emphasized that program success cannot be achieved independently but must be realized through close cooperation, mutual support, and shared responsibility. Military District Command (Kodim) 0611 Garut highlighted three key aspects of this interdependence: resources, information, and social dependency. Similarly, the Garut Regency Food Security Agency stressed that this interdependence is highly complex, as each actor plays a complementary role.

From the community perspective, farmers in Sukawargi Village acknowledged their dependence on government policies that can enhance their well-being. Meanwhile, academics from Garut University emphasized that the effectiveness of the program heavily relies on cross-sector collaboration, as agriculture is closely linked to infrastructure, irrigation, and agricultural product distribution. Overall, this study demonstrates that without close cooperation among stakeholders, challenges such as limited human resources and budget constraints will be difficult to overcome. The government requires support from the private sector and the military to effectively implement agricultural programs, while farmers heavily rely on government policies that determine their access to infrastructure and technical support. Therefore, cross-sector collaboration is the key to achieving shared goals and maximizing benefits for all parties involved. A deep understanding of this interdependence forms the foundation for creating positive synergy and enhancing the sustainability of food security programs in West Java more effectively.

From a theoretical perspective, the interdependence among stakeholders in this collaboration can be explained through Resource Dependence Theory (Pfeffer & Salancik, 2015), which states that every organization or stakeholder depends on external resources to survive and grow. In the context of food security, the government, the military, the community, the private sector, and academia each possess different but essential resources for the program's success. For instance, the government needs investments and technical expertise from the private sector, while farmers require supportive policies and adequate infrastructure. This theory emphasizes that the success of collaboration depends on the actors' ability to manage interdependencies effectively, ensuring fair resource exchange and transparent communication to prevent imbalances in collaboration.

Additionally, from the perspective of Collaborative Governance (Emerson, Nabatchi, & Balogh, 2012), successful collaboration not only depends on the involvement of multiple actors but also on trust, credibility, and goal alignment among them. The success of this cooperation requires a long-term commitment involving negotiation and consensus-building at every stage of policymaking. In this regard, Donahue and Zeckhauser (2012) add that the ethics of collaboration must ensure a fair interaction system and prevent dominance by any single party. Therefore, it is crucial for each actor in food security collaboration to maintain a balance of roles and ensure inclusivity in decision-making.

A strong commitment to this collaboration is also evident from interviews with various stakeholders. Military District Command (Kodim) 0611 Garut emphasized that solid and mutually beneficial cooperation is a key factor in the success of food security programs. The Garut Regency Regional People's Representative Council (DPRD) expressed its commitment to overseeing the program and ensuring that the interests of the community are accommodated in government policies. From the community's perspective, farmers in Sukawargi Village acknowledged that the program has been running well, reflecting commitment from both the government and the military. Meanwhile, PT. Calbee Wings Food, as an offtaker, also committed to supporting the program's success through sustained collaboration with both the government and farming communities.

However, despite the strong commitment demonstrated by stakeholders, challenges remain in field implementation. Several obstacles have been identified, including low levels of active engagement from all stakeholders, limited available resources, and a lack of an efficient coordination system. Therefore, to ensure the sustainability of the program, it is necessary to establish clearer regulations, a transparent monitoring system, and stronger communication networks among actors. The local government needs to develop an accessible information system that facilitates data exchange on resources, program progress, and emerging challenges for all involved parties.

Additionally, the sustainability of this collaboration is a major concern. Community leaders in Sukawargi Village hope that the synergy that has been established will continue, given the benefits already experienced by the community. Academics from Garut University also emphasize that this collaboration must be long-term, not limited to just one or two programs, but should be ongoing, incorporating academic expertise in policy research and continuous evaluation.

In terms of implementation, the Indonesian Army (TNI AD) plays a strategic role in ensuring the continuity of the program by integrating food security efforts with other initiatives such as TNI Manunggal Membangun Desa (TMMD). This approach not only

strengthens agricultural infrastructure but also enhances farmers' capacities through education and technical training. Through this method, TNI AD serves not only as a stabilizing force but also as a strategic partner in fostering food self-sufficiency within communities.

Overall, this study demonstrates that commitment in the collaborative process significantly impacts the success of food security programs. While all stakeholders have expressed strong commitment to supporting the program, challenges in field implementation persist. To ensure program sustainability, it is essential to strengthen communication, cross-sector coordination, and develop clearer policies to manage interdependencies among actors. With stronger synergy, the sustainability of food security programs in West Java can be guaranteed, delivering greater benefits to the community and enhancing regional resilience more broadly.

#### 4.1.4 Mutual Understanding

Mutual understanding is one of the fundamental elements in collaborative governance, particularly in the food security program in West Java. Clarity of shared goals is a crucial factor in ensuring that all stakeholders have a common understanding of the direction and expected outcomes of the program. This clarity helps reduce ambiguity, strengthen commitment, and enhance the effectiveness of collaboration among different parties, including local government, the Indonesian Army (TNI AD), the private sector, academics, and farming communities.

Findings from interviews with various stakeholders indicate that differences in understanding exist among the involved parties. Military District Command (Kodim) 0611 Garut highlighted the importance of commitment to national programs, the formulation of specific and measurable goals, and effective communication as key factors in ensuring successful collaboration. Similarly, Pabandya Teritorial of Kodam III/Siliwangi emphasized the importance of a clear vision, well-defined roles and responsibilities, and open communication as essential elements in strengthening the sustainability of the program. Meanwhile, the Garut Regency Government, through the Acting Regent, stated that goal clarity is expected to enhance solidarity in program implementation, ensuring that the established collaboration can function effectively.

However, the main challenge in building mutual understanding lies in the differences in perception and interests among stakeholders. The Logistics Directorate of the Indonesian Army Headquarters (Dirkuad Mabes TNI AD) acknowledged that while this program is aimed at collective well-being, each party has different perspectives and priorities in identifying key issues related to food security, such as land access, climate change, and natural resource sustainability. The Garut Regency Food Security Agency highlighted that lack of coordination and communication among stakeholders contributes to differences in understanding, particularly when addressing challenges such as land scarcity, excessive use of chemical fertilizers, and suboptimal agricultural infrastructure.

A similar view was expressed by the Garut Regency Regional People's Representative Council (DPRD), which noted that sectoral egos persist within the collaboration process, where each institution tends to prioritize its own interests. This hinders the development of a substantial shared understanding of common challenges. Academics from Garut University also emphasized that although all parties are normatively aligned under the same implemented policies, in practice, differences in understanding still exist, leading to a lack of synchronized performance orchestration.

These differences in understanding affect program implementation, as misalignment in vision and strategy can slow decision-making and reduce the effectiveness of cooperation. In this context, intensive dialogue and improved coordination are essential to align perceptions and build a stronger mutual understanding. Food security programs require not only technical synergy but also conceptual alignment among stakeholders so that all parties can work toward a shared goal.

From a theoretical perspective, these differences in understanding can be explained through the Wicked Problems Theory (Rittel & Webber, 1973), which states that complex issues such as food security cannot be solved through a linear approach but instead require a holistic understanding and cross-sector collaboration. Food security programs encompass multiple issues, ranging from climate change to access to natural resources, each of which is interpreted differently by different actors. Therefore, the success of these programs depends on a shared understanding built through open, data-driven communication.

Additionally, the Social Capital Theory (Putnam, 2001) is also relevant in this context. This theory highlights that the success of collaboration is highly influenced by the level of social trust and the ability to share resources and information. In food security programs, a mutual understanding of values such as cooperation, transparency, and sustainability is essential to reduce sectoral egos and enhance synergy among stakeholders. By strengthening social capital through more intensive and constructive interactions, a stronger collective awareness toward a common goal can be achieved.

From a practical perspective, there is a need to enhance coordination and communication mechanisms to ensure that all stakeholders have a unified understanding of the program's objectives. The local government must take an active role in developing more effective communication platforms, such as regular meetings, dialogue forums, and accessible information systems for all stakeholders. This effort aims to reduce gaps in understanding and increase the involvement of all actors in every stage of program planning and implementation.

The Indonesian Army (TNI AD), as one of the key actors in this program, also plays a crucial role in bridging communication among stakeholders. Through a more inclusive and participatory approach, TNI AD can help coordinate the interests of the government, farmers, and the private sector to build a stronger mutual understanding. For example, in the TNI Manunggal Membangun Desa

(TMMD) program, TNI AD is not only involved in defense aspects but also in community empowerment and local economic development. This approach can serve as a model for ensuring that food security programs are effectively and sustainably implemented.

Although differences in understanding among stakeholders persist, there is a shared awareness that the success of food security programs relies on stronger synergy among all parties. Therefore, closer cross-sector collaboration, more intensive dialogue, and a commitment to set aside sectoral egos are crucial steps to ensure that this program provides optimal benefits to the community. By strengthening mutual understanding and building trust among stakeholders, it is expected that the food security program can operate more effectively, efficiently, and sustainably, ultimately creating a positive impact on community welfare in West Java.

#### **4.1.5 Intermediate Outcome**

The short-term outcomes dimension in Collaborative Governance focuses on achievable and measurable results within a short period, typically involving concrete steps that support program objectives. In the context of food security programs, short-term outcomes may include increased agricultural productivity, improved access to resources, and enhanced synergy among various stakeholders.

Through the interview process, data was obtained from key informants selected by the researcher, including:

- 1) Head of the Garut Regency Food Security Agency
- 2) Deputy Chairperson of the Garut Regency Regional People's Representative Council (DPRD)
- 3) Territorial Affairs Officer (Pasiter) of Military District Command (Kodim) 0611/Garut
- 4) Commander of the Garut Military Rayon (Koramil)
- 5) Managing Director of PT. Calbee Wings Food
- 6) Farmers in Garut Regency
- 7) Community Leaders in Garut Regency
- 8) Academics from Garut University

In its implementation, the researcher successfully conducted interviews with four out of the eight informants listed in the Interview Guide. One of the key insights was provided by Kodim 0611 Garut, which stated:

According to Kodim Garut, the short-term achievements of the Collaborative Governance in the Food Security Program in West Java Province include several aspects that demonstrate the program's initial success. These achievements are crucial for measuring the effectiveness of stakeholder collaboration and serve as a foundation for future program improvements. Among these are:

- 1) Increased agricultural productivity in the region – Kodim Garut, in collaboration with the local government and the Food Security Agency, organized training programs for farmers on the use of modern equipment and improved land management techniques.
- 2) Infrastructure improvements that have directly contributed to the smooth distribution of agricultural products.
- 3) Strengthened coordination and communication among local government, Kodim Garut, farmer groups, and the community.
- 4) Better market access for farmers, as Kodim Garut has facilitated connections between farmers and wider markets, improving distribution channels and enabling farmers to sell their crops at better prices.

Similar perspectives were expressed by the Acting Regent of Garut, who stated:

"Of course, there are notable achievements from this collaborative program. On a smaller scale, at the village level where the food security program is implemented, agricultural productivity has significantly increased, and farmers have greatly benefited from the program. I sincerely hope this initiative continues, and the Garut Regency Government will provide its full support to ensure its sustainability."

Additionally, a community leader from Sukawargi Village acknowledged:

"I see success, even in the smallest aspects—the community has benefited, they feel safer with the support of the Indonesian Army (TNI AD) and the government, and farmers have gained more confidence. This deserves recognition, and I hope the collaboration continues in a mutually beneficial manner."

From an academic perspective, a university researcher remarked:

"Based on various studies, despite some challenges and obstacles, I must objectively state that the food security program has yielded positive results. At the very least, TNI AD's presence in this program has reassured the farming community. They now have institutional support in terms of labor, security, and human resources, as well as access to modern agricultural equipment. Moving forward, I hope collaborative capacity and resource availability can be further enhanced, allowing this program to have a broader impact and expand to other regions."

The statements from these informants indicate that the Food Security Program in West Java Province has achieved significant short-term results, particularly in fostering synergy among key stakeholders, including TNI AD, local government, farming

communities, and the private sector. The positive outcomes reflect early program success, although long-term sustainability will depend on continuous collaboration and stakeholder commitment.

The short-term achievements include:

- 1) Increased agricultural productivity
- 2) Training programs for farmers
- 3) Infrastructure improvements contributing to better agricultural distribution
- 4) Diversification of agricultural commodities
- 5) Development of supporting infrastructure as a key program outcome

These findings highlight the importance of sustained cross-sector collaboration to ensure long-term success and scalability of the program to other regions.

The Garut Regency Government appreciates the increase in productivity experienced by the community, while farmers in Sukawargi Village also acknowledge the positive impact on their productivity due to agricultural equipment assistance from the military and the government. This sentiment is similarly recognized by other informants, who observed improvements in distribution and pricing for farmers. On the other hand, it was also emphasized that despite existing challenges, the presence of the Indonesian Army (TNI AD) has provided significant support, enhancing farmers' sense of security and trust, as well as encouraging the long-term sustainability of the program.

Overall, all parties hope that this collaboration will continue to further improve community welfare and ensure the broader success of the program. This aligns with findings from several cases, which suggest that collaborative efforts tend to be more effective when the objectives are concrete and the benefits are tangible, particularly when there is a "shared victory" resulting from the collaboration (Warner, J. F., 2006; Roussos, S. T., & Fawcett, S. B., 2000).

Furthermore, although short-term outcomes represent tangible outputs, they are considered essential achievements that help build momentum leading to long-term success in collaboration. In this regard, short-term advantages serve as feedback loops in the collaborative process, fostering a mutually beneficial cycle of cooperation that helps build trust and commitment (Astuti, R. S., Warsono, H., & Rachim, A., 2020).

Based on informant statements and the researcher's observations, the short-term achievements have been relatively successful, particularly in terms of the positive impact on agricultural productivity. However, these improvements must continue to be enhanced and sustained.

The success of short-term achievements in the food security program can be observed through several key aspects, particularly farmers' productivity and the implementation of the closed-loop system, which facilitates agricultural product distribution. In this context, TNI AD's contribution has been highly significant, demonstrating that they are not only a military force but also agents of change committed to improving community welfare.

One of the key indicators of success in the food security program is the increase in farmers' productivity. In this regard, the Indonesian military plays an active role in providing training and technical support to farmers, enabling them to adopt better and more efficient agricultural practices. With higher crop yields, farmers not only gain financial benefits but also contribute to strengthening food security in their region. This demonstrates that the military's involvement in the agricultural sector can create a positive impact on society.

The closed-loop concept in agricultural product distribution is a strategic approach that reduces waste and enhances efficiency. In this system, agricultural products are processed and distributed locally, minimizing transportation costs and ensuring product freshness. The military plays a crucial role in educating farmers about the importance of this system, as well as assisting in developing infrastructure to support better distribution. Through this approach, farmers can easily sell their produce to consumers, which in turn boosts their income.

The success of the military in the food security program highlights their humanistic and persuasive approach to territorial development. The military does not merely act as a defense entity reliant on force, but rather as a partner that listens to and fulfills the needs of the community. This approach has helped to dispel negative perceptions often associated with the military's image, which is sometimes viewed as being focused solely on self-interest and coercion.

The Indonesian military doctrine, which emphasizes loyalty to the Republic of Indonesia (NKRI), underscores the importance of making tangible contributions to the nation and society. This means that the military must dedicate its efforts, resources, and expertise for the collective good. Through the food security program, the military has demonstrated this commitment by investing in community development, particularly in the agricultural sector, which serves as the backbone of the local economy. The short-term success of the food security program reflects strong synergy between the military and the community. Increased agricultural productivity, the implementation of the closed-loop concept, and the military's humanistic approach are clear indicators of their commitment to contributing to the country and its people. Thus, the military is not only a guardian of national sovereignty but also a driving force in social and economic development, ultimately strengthening overall regional resilience.

It can be concluded that the food security program in West Java has shown positive short-term achievements through collaboration between the military, local government, and the community. Increased agricultural productivity, farmer training, and infrastructure improvements have enhanced agricultural distribution and market prices. The military has played a crucial role

in providing technical support, security, and improving distribution channels. The Garut Regency Government and the community have recognized and appreciated the results, expressing hope for the program's continued sustainability. This success reflects strong synergy among stakeholders, with positive impacts on food security and community welfare

#### ***4.2 Supporting and Inhibiting Factors of Collaborative Governance in the Implementation of the Food Security Program.***

The success of Collaborative Governance in the implementation of the Food Security Program in Garut Regency is significantly influenced by various supporting and inhibiting factors that emerge throughout the implementation process.

Several internal supporting factors play a crucial role in ensuring the smooth execution of this program. These include the strong commitment from both the central and local governments, as evidenced by comprehensive regulations and adequate budget allocations to support agricultural infrastructure, technology, and human resource development. The synergy between the military, government, community, and farmer groups (*Poktan*) is also a key element in the program's success, particularly in assisting farmers, providing education, and distributing agricultural aid.

Additionally, competent human resources, both farmers and supporting personnel, contribute to the faster adoption of modern agricultural technology. Improved access to agricultural infrastructure and technology, including irrigation systems, farming equipment, and enhanced market distribution networks, has also positively impacted agricultural productivity.

Beyond internal factors, external factors also play a significant role in ensuring the program's sustainability. Policy and regulatory support from the central government, which prioritizes the agricultural sector, serves as a major driver for strengthening program sustainability. The involvement of multiple stakeholders, such as the private sector, financial institutions, academics, and NGOs, further enhances synergy in providing agricultural technology, access to financing, and farmer empowerment through education. Additionally, the rich natural resources and fertile land in Garut Regency serve as a major advantage in improving agricultural productivity. The high level of community participation and strong social support for this program indicate widespread acceptance of the transition toward a more modern and sustainable agricultural system. Furthermore, external infrastructure, including transportation access and an efficient distribution network, accelerates the marketing process of agricultural products, thereby improving farmers' welfare.

Despite these supporting factors, the Food Security Program in Garut Regency also faces several challenges that may hinder the effectiveness of policy implementation. One of the main internal barriers is the lack of optimal coordination among institutions, particularly in aligning policies between the central and local governments as well as between the military and other governmental agencies. Additionally, limited resources, including budget constraints, farming tools, and skilled labor, remain a frequent concern among stakeholders.

The shortage of agricultural equipment and technology leads to suboptimal utilization of available resources. Furthermore, insufficient public outreach and awareness campaigns regarding this program have hindered active community participation, with many farmers still unaware of the program's benefits and operational mechanisms.

External factors also pose significant challenges to the implementation of this program. Complex bureaucracy and policy uncertainty often slow down decision-making and program execution, particularly when there is a lack of policy synchronization between the central and local governments.

Unpredictable climate change is another major obstacle in the agricultural sector, as it can disrupt planting seasons and reduce crop quality. Furthermore, social and economic challenges, such as traditional farming mindsets and difficulties in accessing larger markets, further complicate program implementation.

The misalignment of national and local policies also serves as an inhibiting factor, as national policies often fail to align with the specific needs and conditions of local communities. These challenges highlight the importance of strengthening coordination, improving resource management, and fostering greater stakeholder collaboration to ensure the long-term success of the Food Security Program in Garut Regency.

Overall, the supporting and inhibiting factors in the implementation of Collaborative Governance in the Food Security Program in Garut Regency reflect the complexity of policy execution, which requires strong synergy among stakeholders. The success of this program heavily relies on improving cross-sectoral coordination, optimizing resources, and adopting a more participatory approach from the community. By overcoming bureaucratic obstacles, enhancing public awareness campaigns, and ensuring adequate budget allocations, this program can be implemented more effectively and generate significant impacts on food security and community welfare in Garut Regency.

#### ***4.3 Collaborative Governance Model in the Implementation of the Food Security Program***

In formulating a collaborative governance model for the implementation of the food security program, the researcher adopted and adapted the model formulation stages proposed by Simatupang. The focus was placed on several key processes deemed most relevant and applicable, including the identification of actors involved in food security, such as farmers, local governments, civil society organizations, and the private sector. Through this approach, the researcher aimed to ensure that all voices are heard and considered in the decision-making process. Another crucial aspect is capacity building, as effective collaboration requires stakeholders to possess sufficient capacity to actively participate in the program. Additionally, effective communication mechanisms are recognized as a vital component in strengthening synergy and cooperation during implementation.



The researcher acknowledges the various limitations that may arise, including cultural, economic, and resource-related challenges. Therefore, the formulated model must be flexible and adaptive to local conditions, ensuring that participatory and inclusive decision-making becomes a key strategy in addressing dynamic challenges encountered in the field. By developing this collaborative governance model, the researcher aspires to create a framework that is not only theoretical but also practical, aimed at tackling real-world challenges in food security implementation. Despite certain limitations, the formulated model is designed to provide clear guidance for all stakeholders in their collective efforts to achieve sustainable food security. Ultimately, this model is expected to contribute positively to governance, enhance public service delivery, and improve community well-being in a more structured and effective manner.

The existing model and implementation of the food security program in Garut Regency are based on Law No. 3 of 2002, Law No. 34 of 2004, Law No. 23 of 2014, Law No. 23 of 2019, and Presidential Regulation No. 109 of 2020. In reality, collaborative governance has not yet been fully optimized, as evidenced by research findings indicating the need for improvement in the commitment dimension of the collaboration process and the mutual understanding dimension. Additionally, there are significant inhibiting factors, including limited budget resources, human resources, equipment, and infrastructure; the absence of accommodative policy regulations supporting the food security program; and insufficient involvement of non-governmental stakeholders, such as academics.

From the perspective of Ansell and Gash's (2007) collaborative governance model, the researcher found that in the starting condition dimension, which explains two key issues—the imbalance of resources among stakeholders and the incentives for participation—there is a critical challenge. If resources and power among stakeholders are not balanced, the collaboration may be dominated by those with greater resources and influence. Therefore, when such imbalances exist, there must be a commitment to support weaker stakeholders. Another crucial aspect is the need for incentives to encourage weaker stakeholders to actively participate in the collaboration. Lastly, there must be anticipation of potential conflicts within the collaboration, requiring trust-building efforts among stakeholders from the outset.

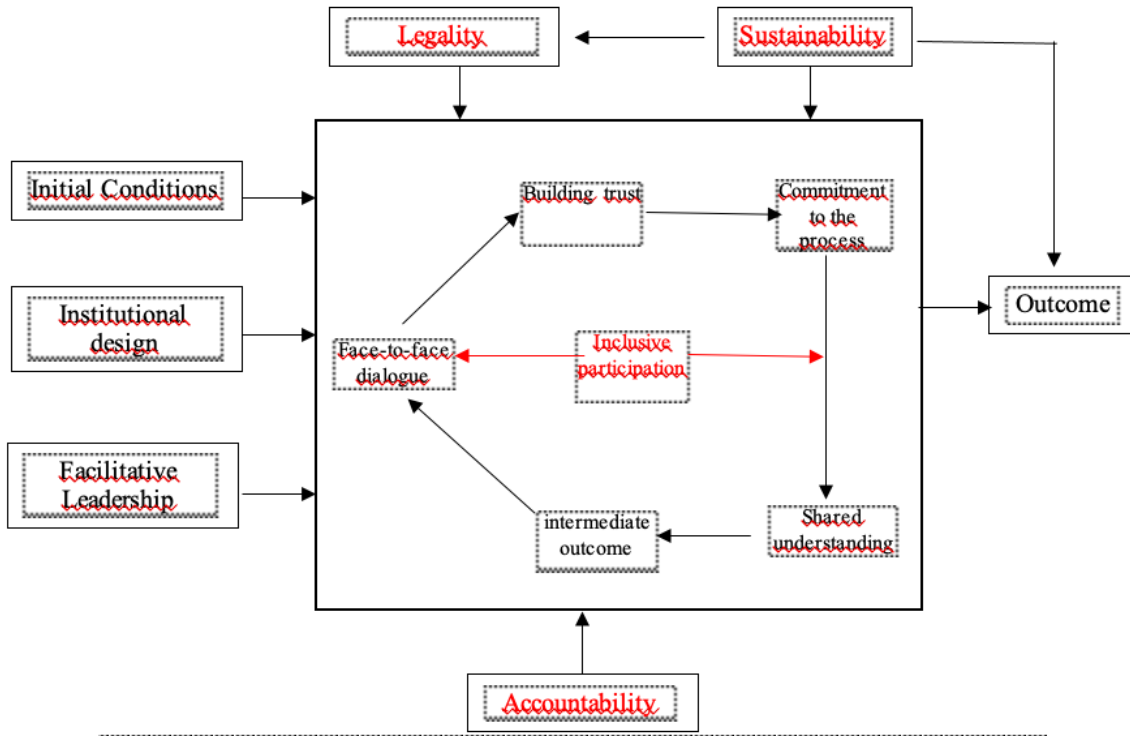
Among several aspects of the starting condition dimension, research findings indicate an imbalance of resources. The military has a relatively sufficient workforce, but its financial resources and equipment remain limited, as identified in the inhibiting factors of collaborative governance. Similarly, local governments face financial and equipment constraints, while the community also struggles with significant limitations in budget and infrastructure. As a result, in the initial phase of collaboration, the conditions necessary to fully optimize the collaboration process have not yet been fully met.

In the facilitative leadership dimension, Ansell and Gash (2007) emphasize that collaborative processes require strong leadership among actors to maintain stable interactions, build trust among stakeholders, prevent unfair treatment, and facilitate discussion forums. According to the research findings, leadership within the military is well-developed, as military leaders undergo structured and rigorous leadership training. However, in the case of local governments, the private sector, and the community, leadership roles are not yet clearly visible. The researcher found no strong leadership presence among these stakeholders that is explicitly apparent in the collaborative governance process.

Meanwhile, in the institutional design dimension, which consists of fundamental rules governing the collaborative process, institutions must be open and inclusive, as stated by Ansell and Gash (2007). However, the research findings indicate that there is still no comprehensive policy regulation that serves as an operational foundation for the program's implementation.

Given the suboptimal implementation of collaborative governance in the food security program, as identified through research findings related to the collaboration process, as well as the absence of strong initial conditions, institutional design, and facilitative leadership, coupled with the significant inhibiting factors, the existing model has not been effectively implemented. This highlights the need for a more effective model to achieve optimal food security. Therefore, the researcher proposes the following model, as illustrated below:

Figure 4: ALS Collaborative Governance Model for Food Security



The IALS Collaborative Governance Model for Food Security, formulated by the researcher, is a model developed based on Ansell and Gash's (2007) framework. The use of the acronym IALS signifies that the model integrates key elements to enhance the effectiveness of collaboration in the context of food security in a practical and tangible way. This is because the word "ials" in English conveys the meaning of "real" or "tangible", reinforcing the idea that collaboration must deliver real and measurable outcomes for both the community and all stakeholders involved.

The term "IALS" is an acronym for:

- I – Inclusive  
The model emphasizes inclusivity in the collaboration process, ensuring that face-to-face dialogue, trust-building, commitment to the process, mutual understanding, and short-term outcomes are all based on an inclusive approach. This inclusivity ensures that all stakeholders, particularly the community, have equal opportunities to participate in food security collaboration, from planning and implementation to monitoring and evaluation.
- A – Accountable  
Accountability is a core principle in the collaboration process, ensuring that all stages—from planning to evaluation—are open, transparent, and can be accounted for. The process and outcomes achieved must be measurable and justifiable, reinforcing stakeholder trust and program credibility.
- L – Legal  
The model underscores the importance of legal foundations, ensuring that all activities and institutions involved in the collaboration have a clear and strong legal basis. Regulatory frameworks at the national and regional levels help strengthen the collaborative structure, ensuring that cross-sectoral coordination and shared resource utilization are legally protected and effectively implemented.
- S – Sustainable  
Sustainability is essential in ensuring that collaboration can continue beyond formal agreements. Even if official partnerships or projects conclude, the relationships formed through collaborative governance should persist, allowing stakeholders to continue working together on related initiatives. This ensures that food security efforts remain sustainable, adaptable, and applicable to future programs.

By integrating these four key principles, the IALS Collaborative Governance Model for Food Security serves as a comprehensive framework designed to enhance inclusivity, accountability, legality, and sustainability in food security collaboration efforts.

Based on the explanation above, it can be stated that the model developed by the researcher has the potential to optimize the food security program, as it strengthens preconditions and introduces new dimensions that can enhance the collaborative process. This optimization is supported by robust institutional structures, accommodative and comprehensive legal frameworks,

transparency and accountability, guarantees for long-term program sustainability, and inclusive participation from the community and other societal elements.

Additionally, the inclusion of an inclusive participation dimension serves as a bridge that strengthens face-to-face dialogue, commitment, and mutual understanding, ultimately optimizing the collaborative process. The need for an inclusive participation dimension arises from the research findings, which indicate that limited involvement of non-governmental stakeholders and the absence of academic engagement are critical gaps. The academic sector plays a vital role in contributing scientific insights through research and analysis, which can provide valuable recommendations for program implementers. Therefore, its involvement should not be overlooked.

The researcher's model is composed of dimensions adapted from Ansell and Gash's (2007) collaborative governance model, including starting conditions, facilitative leadership, institutional design, and the collaborative process. The collaborative process encompasses face-to-face dialogue, trust-building, commitment to the process, shared understanding, and intermediate outcomes. Meanwhile, the novelty of this research lies in the addition of new dimensions, namely legality, accountability, and sustainability. Furthermore, within the collaborative process dimension, the researcher identifies the need to include inclusive participation as an essential element.

The following section provides a more detailed explanation of the dimensions within the developed model:

- 1) Face-to-face dialogue, adopted from the Collaborative Governance Model by Ansell and Gash (2007).
- 2) Trust building, adopted from the Collaborative Governance Model by Ansell and Gash (2007).
- 3) Commitment to the collaboration process, adopted from the Collaborative Governance Model by Ansell and Gash (2007).
- 4) Shared understanding, adopted from the Collaborative Governance Model by Ansell and Gash (2007).
- 5) Intermediate outcomes, adopted from the Collaborative Governance Model by Ansell and Gash (2007).

6) Legality

The legality aspect is necessary because the implementation of the food security program involving the military has not yet been backed by strong policy regulations. This policy has faced opposition from various groups, as it is perceived to diminish the role of the military as a state apparatus focused on national defense. According to Article 17 of the Indonesian Military Law (UUD TNI), the authority and responsibility for deploying military forces rest with the President and require approval from the DPR (House of Representatives).

So far, there has been no official political decision regarding the role and deployment of the military in the food security program. The Indonesian Ombudsman (2019) previously raised concerns about military involvement in agricultural production programs in collaboration with the Ministry of Agriculture, suspecting maladministration due to the lack of regulatory support, relying only on a Memorandum of Understanding (MoU). The military's involvement in food security projects may potentially violate existing laws.

Regarding legality, Ansell and Gash (2007) emphasized that collaboration among public policy actors should be grounded in legal legitimacy to ensure accuracy and facilitate collective action in public policy formulation. Therefore, establishing legitimacy is crucial to providing the collaboration process with legal strength and clear authority.

The importance of legality in collaboration aligns with the notion that informal agreements on composition, mission, and processes can function well, but formal agreements provide stronger accountability (Donahue, Zeckhauser, & Breyer, 2012). Governance structures differ based on who has the power to regulate and coordinate policies, programs, and projects, including legal foundations, democratic orientation, principal-agent relationships, implementation processes, and accountability mechanisms (Hanberger, 2004).

7) Accountability

The accountability dimension is essential for collaborative governance, as research observations found a lack of documentation and reports demonstrating program performance, achievements, outcomes, transparency, and accountability, particularly in Garut Regency's food security program. As a result, accountability must be reinforced to strengthen collaboration and build trust among stakeholders and the community.

In line with this, accountability in collaboration is a complex issue, as it is often unclear who the collaboration is accountable to and for what purpose. Collaborating members or stakeholders may have different perceptions when assessing program outcomes (Bryson, Ackermann, & Eden, 2007). Responsible collaboration requires a measurement system to document outcomes and track changes over time. Collaboration also necessitates a "results management system" that connects measurable data from stakeholders and their interventions, enabling other stakeholders to use this information to enhance collaborative efforts. Implementing such a system requires strong relationships between stakeholders, policymakers, and professionals to evaluate outcomes and use strategic information for performance improvement (Page, 2004).

Furthermore, accountability is often ambiguous, as different organizations involved in collaboration may have their own accountability frameworks, which may conflict with or differ from those of other stakeholders (Sullivan & Skelcher, 2002).

8) Sustainability

The sustainability dimension is also a key consideration, as food security programs are often limited by predetermined implementation periods. However, as revealed in interviews with stakeholders, many expect collaboration between the military, government, and communities to continue beyond the program's official timeframe due to its positive impact on society.

Regardless of political transitions at the national or regional level, and whether formal or informal collaborative institutions have been established, it is essential to ensure the continuity of collaboration. In relation to sustainability, governance is understood as a continuous interaction among organizations involved in networks, exchanging resources and negotiating shared responsibilities. Rhodes (1996) identified four dominant governance characteristics, including the sustainability of inter-organizational interactions driven by resource exchange and negotiation

#### 9) Inclusive Participation

The need for inclusive participation in the collaborative process dimension was identified based on research findings, which indicate that several key stakeholders who could support and contribute to the success of the food security program have not been significantly involved. These include NGOs and academics, despite the fact that true collaboration cannot be achieved without consensus-based decision-making (Van Oortmerssen, Van Woerkum, & Aarts, 2015). This suggests that the collaboration process has not yet been fully open or facilitated the participation of all relevant actors.

The importance of non-governmental organizations (NGOs), private sector actors, and civil society in policy formulation and implementation for public interests through collective and collaborative action has been widely acknowledged (Smith, 2007). Furthermore, governance extends beyond government actors to include the private sector and civil society (Rhodes, 1996).

In governance theory, the government is no longer the sole decision-maker in public policy, as other non-governmental actors also hold power in policy formulation. Dwiyanto (2015) noted that, although governance theory suggests a reduction in the government's role, the government remains essential as a formal institution responsible for consolidating public decisions into legally binding policies.

Governance redefines how government programs and policies are implemented, shifting from a government-dominated decision-making process to one that involves external actors such as civil society and the business sector (Osborne, 2010). This shift means that the government is no longer the sole decision-making authority but instead creates a deliberative space for public affairs and governance processes.

Failure to include the public as a government partner in decision-making often leads to policy inefficiency, increased public frustration, and declining public support for government decisions. This is because the government has historically used its authoritative power in policy formulation while neglecting its fundamental governance function (Noor, Suaedi, & Mardiyanta, 2022).

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