

Analyzing the Implementation of Food Security Policies in Indonesia through the MSN Approach (Mentality, System, and Networking)

M.Syukur^{1*}, Sussanti¹, Srifridayanti¹

¹Ilmu Administrasi Publik, Sekolah Tinggi Ilmu Administrasi Pembangunan Palu, Indonesia

*Corresponding Author E-mail: syukurpacoppori79@gmail.com

Abstract

This study aims to describe, analyze, and interpret the implementation of food security policies and strategies in Indonesia using the Mentality, System, and Networking (MSN) approach. The research employs a descriptive method, which is used to understand or depict the reality of the events under investigation. The focus of this study is directed toward three main approaches: the mentality approach, system approach, and networking approach. The researchers chose these three approaches because a public policy will become actual and directed in its implementation if it uses or considers the MSN-Approach Model. The conclusions drawn from this study encompass three aspects: **Mentality Approach:** The attitudes, behaviors, and responsibilities of officials have demonstrated a caring attitude. The state has consistently committed to placing the food economy as something very important and strategic. The government's concern is also seen from Indonesia's participation in global food security development initiatives. **System Approach:** There are clear and explicit regulations regarding the government's obligations to realize food security. Law No. 18 of 2012 serves as evidence of the government's responsibility and seriousness in achieving food security. **Networking Approach:** This approach has been well implemented, as evidenced by the strengthening of food distribution infrastructure across Indonesia. Given the complexity of geographical challenges and uneven food distribution, the government has established collaborations and synergies with regional governments to build new markets and expand logistics networks connecting food production centers with consumer areas.

Keywords: MSN-Approach, Food Security, Policy Implementations, Indonesia

INTRODUCTION

Food security remains a prominent global issue, including in Indonesia. Food is a fundamental daily necessity for humans, often referred to as a basic need. The World

* Copyright (c) 2025 **M.Syukur et.al**

This work is licensed under a [Creative Commons Attribution-Share Alike 4.0 International License](https://creativecommons.org/licenses/by-sa/4.0/).

Received: July 29, 2025; Revised: September 24, 2025; Accepted: September 29, 2025

Food Conference in 1996 and 2009 defined food security as a condition where every individual has physical, social, and economic access to sufficient, safe, and nutritious food to meet their dietary needs and preferences for an active and healthy life. Food in the hierarchy of human needs is the ultimate necessity of that fulfillment becomes the basic right of everyone. Food security is the main pillar in national development which is very synonymous with national security and cannot be negotiable (Widada, 2017). Achieving food security and enhancing development priorities require that food be accessible and properly utilized (stored, prepared, and consumed) (Hosseini et al., 2017). According to the Global Food Crisis Report 2020 released by the Global Food Crisis Network, by the close of 2019 around 135 million people in 55 countries and territories were facing acute food insecurity (GFCN, 2020). On a global scale, almost 750 million individuals experienced severe levels of food insecurity in 2019, with the trend showing a continuous increase since 2014 (FAO, 2020). (Larasati, 2024)

In 2022, Indonesia's Global Food Security Index (GFSI) score was 60.2 out of 100, ranking 63rd out of 113 countries. This score represents an improvement from the previous year but is lower than in 2020 Statista (2022). Among 23 countries in the Asia-Pacific region, Indonesia ranked 10th.

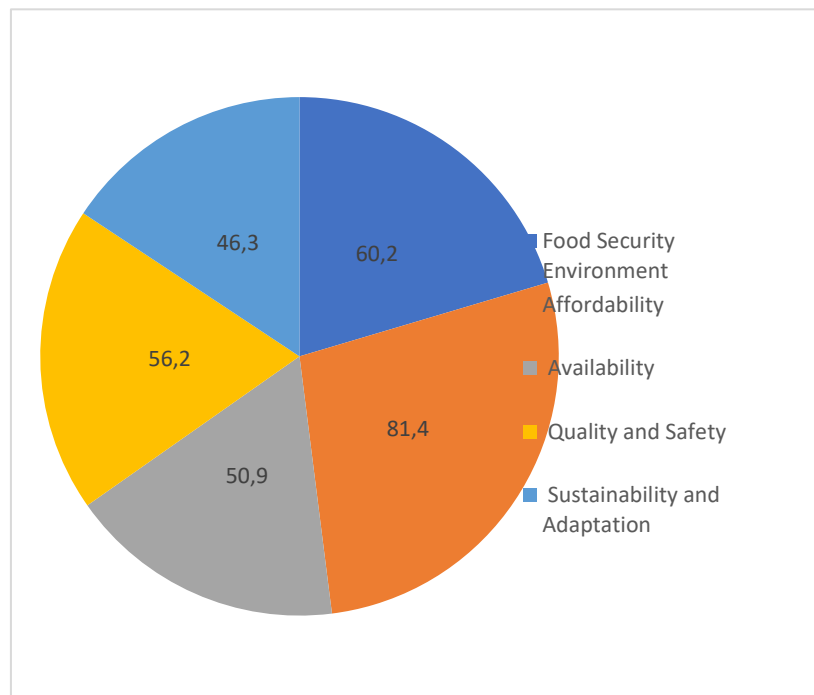


Chart 1. Global Food Security Index 2022 : Scores for Indonesia

Chart 1 illustrates that Indonesia demonstrates the best performance in the Affordability pillar with a score of 81.4. In contrast, the Sustainability and Adaptation pillars exhibit the lowest performance, each scoring 46.3. These data indicate that Indonesia has effectively ensured food accessibility for its population through robust food security programs and safety nets. However, significant challenges remain, particularly concerning the government's capacity to establish a sustainable and secure food environment (Maulana, 2022).

Additionally, the development of the food industry in Indonesia faces several challenges, especially regarding food supply and demand, especially rice (Meliala & Djamaluddin, 2024). First, the increase in production of some food commodities, especially rice, has not been able to keep up with the increase in consumption and demand for this commodity (Sirojuddin et al., 2020). The first challenge in food supply is the impact of climate change, which affects planting patterns, pest infestations, and water availability, all influencing agricultural productivity. Theoretically, experts suggest that climate change will negatively impact agricultural productivity. The second challenge in food supply is land conversion (Maulana & Nugroho, 2019). According to the Ministry of Agriculture, the harvested rice field area in 2014 reached 13,797,307 hectares, increasing to 15,712,025 hectares in 2017. However, this area has continued to decline annually, and by the end of 2020, it was only 10,657,274 hectares. This condition affects national rice production. Other challenges include uneven agricultural infrastructure, lack of dissemination and technological innovation to enhance productivity and crop adaptation, and significant food loss and waste. Conceptually, food loss and waste have been identified as major obstacles to achieving sustainable development. In recent years, food loss and waste have raised global concerns due to their significant impact on key issues affecting food security.

Furthermore, demand-side issues include: First, the substantial population growth rate in Indonesia. Entering the 2045 centennial of Indonesia's independence, the population is projected to reach 318.96 million. Second, Indonesia continues to face significant micronutrient deficiencies. Therefore, strategic policies are required by the government to enhance food security. The effect of population increase on food is not only in the ratio of food to people, but also reflected in the agrarian population density

index where the ratio between the population working in the agricultural sector and access to land that can be used for agricultural activities will get bigger (negative). (Rahakbauw & Samputra, 2025).

Research on the implementation of food security policies and strategies has been extensively conducted; however, studies employing the Mentality, System, and Networking (MSN) approach remain limited. For instance, research by Indah P. & Setyaningsih, (2020) and Wijaya, Juniawan, & Widodo, (2022) utilized different theoretical or methodological frameworks. In light of this gap, the present study aims to analyze the implementation of food security policies and strategies in Indonesia through the MSN approach, as proposed by (Kadji, 2015) .

1. Mentality Approach

The Mentality Approach comprises three main elements: attitude, behavior, and responsibility.

- Government Attitude: As policymakers, decision-makers, and implementers, the government's attitude is reflected in:
 - Spiritual Attitude: This emphasizes that all parties, including the government and private sector, must strengthen their faith and devotion to God Almighty, as all actions will be accountable to Him. This spiritual attitude can be categorized into: a) Appreciation, b) Respect, c) Acceptance of Beliefs.
 - Social Attitude: Every segment of civil society and the government should be more moral, independent, democratic, and responsible. Key social traits include: a) Honesty, b) Discipline, c) Tolerance, d) Mutual Cooperation, e) Politeness, f) Trust. While spiritual attitude strengthens the vertical relationship with God, social attitude reflects the awareness in efforts to achieve life harmony.
- Government Behavior: This involves understanding actions in accordance with ethical codes, acting consistently with values and beliefs, even when challenging, and making decisions aligned with values despite significant risks or costs.
- Responsibility: Defined as the ability to perform tasks according to procedures, manage time effectively, complete assignments, and bear risks.

2. System Approach

The System Approach consists of three main elements: regulatory system, cultural value system, and organizational structure and function system.

- Regulatory System: Comprising sub-systems of public interest, participation, and productivity. The government, as both regulator and implementer, must ensure that regulations are genuinely for public interest and enhance public services transparently and accountably.
- Cultural Value System: Includes sub-systems of customs, language, ethnicity, and sub-ethnic groups. This system helps maintain kinship and collaboration, which are key to successful and sustainable development.
- Organizational Structure and Function System: Implementing policies or programs requires synergy between the government, civil society, and the private sector, characterized by interaction and interdependence, leading to integration among these entities.

3. Networking Approach

The Networking Approach focuses on three main elements: strategic partnerships, synergy, and mutualistic symbiosis.

- Strategic Partnerships: Comprising sub-systems of cooperation, equality, openness, and mutual benefit. All parties involved in policy implementation should collaborate fairly and transparently, providing mutual benefits to achieve common goals.
- Synergy: In performing duties and obligations, the government, private sector, and the public must consider institutional aspects, policies, budgeting, human resources, data and information support, and effective monitoring and evaluation strategies.

Mutualistic Symbiosis: Including sub-systems of mutual need, mutual benefit, and mutual support. To ensure the success of public policy implementation, the government, private sector, and the public should prioritize collective interests when carrying out their duties and responsibilities.(Balqis et al., 2024)

RESEARCH METHOD

The research methodology employed in this study is descriptive qualitative research. According to Moleong, (2002) descriptive qualitative research is a method used to understand phenomena experienced by research subjects, such as behavior, perceptions, motivations, actions, and others, holistically and descriptively in the form of words and language, in a specific natural context, and utilizing various natural methods.

The selection of this method is grounded in the primary objective of the study, namely to provide an in-depth understanding of the application of the MSN-Approach Model in the implementation of food security policies and programs in Indonesia. As is widely recognized, food security policy represents a multidimensional issue that involves various sectors, actors, and levels of government, ranging from the central and regional governments to private institutions and civil society. The complexity of cross-sectoral interaction and coordination is therefore more appropriately examined through an approach that presents the actual conditions as they are, without manipulation, while emphasizing a comprehensive understanding of the processes involved

This approach is particularly suitable for exploring and describing the implementation of public policies, as it allows for an in-depth understanding of the dynamics and complexities involved. By focusing on the "what" aspect, descriptive qualitative research provides a comprehensive portrayal of the characteristics and conditions of the phenomena under study. Data collection techniques were carried out through a literature review (J. Cresswell, 2007) This method includes the researcher's examination, summarization, and critical analysis of various reference sources such as scholarly articles, books, journals, dissertations, and online news relevant to the research topic. The literature review seeks to provide a comprehensive understanding of the issue under study while strengthening the conceptual foundation of the research. In qualitative research, the researcher plays a central role as the main instrument in the processes of data collection, analysis, and interpretation (Sugiyono, 2021). To ensure data accuracy, the researcher relied on guidance from interviews, observations, and document studies. Data analysis was conducted with the aid of Atlas.ti software, which allows for systematic organization of data while maintaining analytical flexibility (Warsono et al., 2022).

In this context, the research focuses on three main approaches: the Mentality Approach, the System Approach, and the Networking Approach. These approaches are integral to understanding the multifaceted nature of public policy implementation. The Mentality Approach examines the attitudes, behaviors, and responsibilities of stakeholders; the System Approach analyzes the regulatory, cultural, and organizational structures; and the Networking Approach explores the partnerships, synergies, and mutual support mechanisms among various actors. By employing these approaches within a descriptive qualitative framework, the study aims to provide a nuanced and comprehensive understanding of the factors influencing the effectiveness of public policy implementation.

RESULT AND DISCUSSION

The following presents data and discussions related to the implementation of food security policies and strategies in Indonesia, based on three main approaches: the mentalistic approach, the systems approach, and the collaborative network approach."

Mentality Approach (Attitudes, Behaviors, and Responsibilities)

Research indicates that the Indonesian government's commitment to food security is deeply rooted in its leadership's attitudes, behaviors, and responsibilities. food security has become a crucial issue in contemporary governance discourse, particularly in developing countries like Indonesia. Dalimunthe, S., Nurdin, N., Labolo, M., & Simanjuntak, R. (2022). Historical records clearly show that the nation's leaders have consistently prioritized food security as a critical and strategic issue. The first President of Indonesia, Soekarno, recognized the crucial importance of food provision for the nation's survival. This commitment was reiterated by President Soeharto, who, on May 11, 1973, stated during an official visit to Yogyakarta: "We must produce our own food, especially rice, in quantities we can control to ensure the stability of rice prices." (Sawit, 2002) This sentiment continued through the reform era under Presidents B.J. Habibie, Abdurrahman Wahid, and Megawati Soekarnoputri, where food and rice remained central issues (Suryana, 1998). The government's concern is also evident in Indonesia's participation in global food security initiatives, such as the 1996 World Food Summit

Declaration and the 2000 Millennium Development Goals (MDGs), underscoring the shared responsibility of governments and societies in achieving national food security.

In terms of attitudes and behaviors, the government has demonstrated care and responsibility in realizing food security. However, societal responses to food security policies in Indonesia are varied. Kadji, (2015) notes that the mentality approach in policy implementation manifests in improved and positive changes in the attitudes, behaviors, and responsibilities of policymakers. Government policies in food security create synergy between moral values and practical actions. This approach focuses not only on production but also on equitable food distribution, environmental sustainability, and community empowerment. By involving all societal elements, Indonesia can build a more inclusive and sustainable food security system. In conclusion, from a spiritual perspective, both the government and society have recognized the importance of not only focusing on individual needs but also considering collective welfare and environmental sustainability. However, from a social perspective, food security programs or policies in Indonesia still face several challenges, including: Imbalance Between Food Demand and Supply: The increasing demand for food, driven by population growth, economic development, enhanced purchasing power, and changing consumption patterns, contrasts with the slow or stagnant growth in national food production capacity. Competition for Land and Water Resources: Land use changes, land conversion, and stagnation in improving land productivity and labor in the agricultural sector contribute to this imbalance. These disparities have led to increased dependence on food imports, highlighting the need for a more balanced and sustainable approach to food security.

System Approach (Regulations, Cultural Values, and Organizational Structure & Function)

From a system approach perspective, there exists clear and explicit regulation regarding the government's obligations in realizing food security. Government Regulation No. 17/2015 on Food Security and Nutrition states that food security in national development aims to fulfil basic human needs that provide benefits in a fair and equitable manner based on self-reliance and does not conflict with community beliefs.

Fauzan, F., Widyastuti, W., & Rahmawati, R. (2024). Also, Law No. 18 of 2012 serves as evidence of the government's responsibility and seriousness in achieving food security. This law was subsequently elaborated upon in government regulations (PP), including: (1) PP No. 68 of 2002 concerning the availability of food, food reserves, food diversification, prevention and resolution of food problems, and the roles of central and regional governments as well as the community. (2) PP No. 69 of 1999 on the development and supervision of food labeling and advertising to create honest and responsible food trade. (3) PP No. 28 of 2004 regarding food safety, quality, and nutrition, as well as community participation in matters related to food quality and nutrition.

To date, the implementation of food security policies and strategies aligns with regulations at both the national and regional levels. For instance, the food diversification program policy demonstrates the government's consistent encouragement of food diversification by utilizing local foods to reduce dependency on rice. This aligns with Kadji's (2015) assertion that such regulatory systems are described in the form of public interest subsystems that are participatory and productive. In this context, the government, as both regulator and implementer (its apparatus), believes that the regulations established are genuinely for public interest, inspire civil society and entrepreneurs to be more participatory, and enhance the productivity of public services transparently and accountably.

Clear regulations governing food security substantively reflect efforts to accommodate public interests, encourage active community participation, and improve the productivity of public services transparently and accountably. Regarding cultural values, this is reflected through the existence of subsystems of local wisdom, kinship, and mutual cooperation. The central government—both as policy maker, decision maker, and implementer—together with regional governments and civil society, and every family should be able to maintain local food security. (Asmawati, 2023) synergistically strengthen and promote food diversification policies as part of the national strategy.

Since 2008, the government has been promoting the consumption of more diverse local foods, such as corn, cassava, and sago. This policy aims to reduce pressure on rice production while introducing alternative carbohydrate sources that are more affordable and accessible in various regions of Indonesia. The potential of local resources as food

sources that must be explored optimally in order to increase food availability to meet quality, diverse, and affordable foods at the household level, raise income of the farmers, and support natural resources conservation. Kurniasih, N., Mulyani, S. I., & Hendris, H. (2023). Food diversification serves as tangible evidence that the government, together with the community, respects subsystems of local wisdom, including customs, culture, language, and ethnic and sub-ethnic identities. Additionally, they maintain cohesion in kinship relations and the spirit of mutual cooperation as primary social capital in promoting food security success.

Furthermore, in terms of organizational structure and function, since the early days of independence, the government's role in building food security has been reflected through the establishment of the People's Food Supervision Office (PMR) under the Ministry of Prosperity in the first Indonesian Cabinet. Despite nine cabinet changes between 1944 and 1950, the status and function of this institution were maintained and even upgraded to a ministry. Over time, there have been several changes in institutional structures. As the scope of food security issues expanded, the responsibility for realizing food security became a shared obligation between the central and regional governments. Previously, the Food Security Council (DKP) aimed to ensure food security; however, after its dissolution along with nine other non-structural institutions, the authority for coordinating and synchronizing food security policies was transferred to the Coordinating Ministry for Economic Affairs, while the implementation of DKP's operational tasks was delegated to the Ministry of Agriculture.

Networking Approach (Strategic Partnerships, synergy, Mutualistic Relationships)

Strategic partnerships and synergy between the government and society represent a structured and sustainable form of collaboration in efforts to achieve food security in Indonesia. The government plays roles as facilitator, regulator, policy maker, infrastructure provider, and incentive giver supporting the continuity of the food system. Meanwhile, society including farmers, food entrepreneurs, and consumers acts as the main actor in the production, distribution, and consumption chains.

One strategic step taken by the government to support national food security is strengthening food distribution infrastructure across Indonesia. Given the complexity of

geographical challenges and uneven food distribution, the government collaborates with local governments to build new markets and expand logistics networks connecting food production centers with consumer regions. This initiative also includes developing physical infrastructure, such as road and transportation facilities, to facilitate food distribution, especially to remote areas.

This harmonization of roles is realized through various strategies, including farmer empowerment programs in the form of training and extension services, strengthening agricultural institutions, applying technology in food production systems, and increasing community participation in policy-making and food sector supervision. Additionally, the establishment of partnership forums, cooperatives, and food community networks serves as a means to strengthen collaboration and encourage equity and innovation in food distribution.

With the creation of synergistic partnerships between the central government, local governments, and society, food security can be achieved comprehensively, covering aspects of availability, affordability, and stability of food, while also ensuring environmental sustainability and social justice for all layers of society.

CONCLUSION

Based on the analysis above, the conclusions of this study encompass three main aspects: (1) Mentality Approach: The attitudes, behaviors, and responsibilities of officials have demonstrated a caring approach. From the outset, leaders have consistently committed to placing food economics as a vital and strategic matter. The government's concern is also evident from Indonesia's participation in global food security development efforts. (2) System Approach: There are clear and explicit regulations regarding the government's obligations in realizing food security. Law No. 18 of 2012 serves as evidence of the government's responsibility and seriousness in achieving food security. This law was further elaborated in several government regulations, including: Government Regulation No. 68 of 2002: Addresses food availability, reserves, diversification, and the roles of central and regional governments, as well as the community, Government Regulation No. 69 of 1999: Focuses on the supervision of food labeling and advertising to ensure honest and responsible food trade, Government

Regulation No. 28 of 2004: Covers food safety, quality, and nutrition, along with community participation in these areas. (3) Networking Approach: The approach has been effective, as seen in the strengthening of food distribution infrastructure across Indonesia. Recognizing the complexity of geographical challenges and uneven food distribution, the government collaborates with regional governments to build new markets and expand logistics networks connecting food production centers with consumer areas.

The MSN-Approach serves as a strategic framework in the implementation of food security policies in Indonesia. The policy recommendations emphasize the importance of cross-sectoral collaboration, multi-stakeholder engagement, data integration, and the strengthening of local capacities. Accordingly, the implementation of food security policies will not only ensure food availability but also improve community nutritional quality and support sustainable human development.

REFERENCES

- Asmawati, L. (2023). Pencegahan stunting melalui ketahanan pangan lokal Banten dan pengasuhan digital. *Jurnal Obsesi: Jurnal Pendidikan Anak Usia Dini*, 7(6), 6915-6926. <https://doi.org/10.31004/obsesi.v7i6.5396>
- Balqis, B., Rahmadani, S., Abadi, M. Y., Rosmanely, S., Anwar, A., Trisasmita, L., Sulianderi, N. M. V., Fahmi, F., Arsin, A., Arfandi, M. A., Hamka, N. A., & Amaliah Amriani, A. S. (2024). Development of cross-sector collaboration indicators for accelerating the reduction of stunting in South Sulawesi, Indonesia. *Journal of Public Health and Pharmacy*, 4(3), 225-237. <https://doi.org/10.56338/jphhp.v4i3.5924>
- Creswell, J. W. (2007). *Qualitative inquiry & research design: Choosing among five approaches*. Sage.
- Dalimunthe, S., Nurdin, N., Labolo, M., & Simanjuntak, R. (2022). Institutional gridlock in food security policy: A neo-institutionalist analysis of urban food governance in Indonesia. *Jurnal Ilmu Sosial dan Ilmu Politik*, 26(1), 85-100. <https://doi.org/10.22146/jsp.74721>
- Fauzan, F., Widyastuti, W., & Rahmawati, R. (2024). Implementation strategy of the Agriculture and Food Security Service to enhance food security in Lebak District. *International Journal of Social Science Review*, 5(1), 101-112.
- Hosseini, S. S., Pakravan Charvadeh, M. R., Salami, H., & Flora, C. (2017). The impact of the targeted subsidies policy on household food security in urban areas in Iran. *Cities*, 63, 110-117. <https://doi.org/10.1016/j.cities.2017.01.003>
- Indah, N. P., & Setyaningsih, A. (2020). Kebijakan food security: Arah kebijakan dan strategi ketahanan pangan pemerintah Indonesia. *Journal of Governance Innovation*, 2(1), 77-82. <https://doi.org/10.36636/jogiv.v2i1.394>

- Kadji, Y. (2015). *Formulasi dan implementasi kebijakan publik: Kepemimpinan dan perilaku organisasi dalam fakta integritas*. UNG Press.
- Kurniasih, N., Mulyani, S. I., & Hendris, H. (2023). Local resources-based community empowerment model to achieve food security in the Indonesian border community of North Sebatik. *Jurnal Kawistara*, 13(3), 302-314.
- Larasati, Y. W. (2024). Food security policy in Indonesia during the COVID-19 pandemic: A sustainability governance perspective. *Critical Issue of Sustainable Future*, 1(2), 97-104. <https://doi.org/10.61511/crsusf.v1i2.1882>
- Maulana, D., & Nugroho, A. (2019, September). *Kebijakan publik: Cara mudah memahami kebijakan publik*. CV. AA. Rizky. https://www.researchgate.net/profile/Delly-Maulana/publication/335612363_KEBIJAKAN_PUBLIK_Cara_Mudah_Memahami_Kebijakan_Publik/links/5d7046914585151ee49e47be/KEBIJAKAN-PUBLIK-Cara-Mudah-Memahami-Kebijakan-Publik.pdf
- Maulana, D. (2022, December). Pemberdayaan masyarakat melalui konsep ketahanan pangan (pp. 372-388). https://www.researchgate.net/publication/367518901_PEMBERDAYAAN_MASYARAKAT_MELALUI_KONSEP_KETAHANAN_PANGAN
- Meliala, E. S., & Djamaluddin, S. (2024). The effect of special allocation fund for agriculture on food security in Indonesia. *Jurnal Bina Praja*, 16(2), 251-260. <https://doi.org/10.21787/jbp.16.2024.251-260>
- Rahakbauw, I. K., & Samputra, P. L. (2025). Analisis tantangan dan strategi ketahanan pangan di Indonesia. *Jurnal Agrica*, 18(1), 1-17.
- Sawit, M. H. (Ed.). (2002). *Pergulatan dalam pemantapan peran dan penyesuaian kelembagaan*. IPB Press.
- Sirojuddin, A., Isdijoso, W., Fatah, A. R., & Tamyis, A. R. (2020, August). *Tinjauan strategis ketahanan pangan dan gizi di Indonesia* (pp. 1-88). The SMERU Research Institute. https://docs.wfp.org/api/documents/WFP-0000120011/download/?_ga=2.2487536.1136719552.1759095372-1379239773.1759095372
- Statista. (2022). Skor Indeks Keamanan Pangan Global (GFSI) di Indonesia tahun 2012 hingga 2022. <https://www.statista.com/statistics/1453079/indonesia-global-food-security-index/>
- Sugiyono. (2021). *Metode penelitian kualitatif*. Alfabeta.
- Suryana, A. (1998). Isu strategis dan alternatif kebijakan pembangunan pertanian memasuki Repelita VII. Dalam *Analisis kebijaksanaan pembangunan agribisnis di pedesaan dan analisis dampak krisis*. Pusat Penelitian Sosial Ekonomi Pertanian.
- Warsono, H., Astuti, R. S., & Ardiyansyah. (2022). *Metode pengolahan data kualitatif menggunakan Atlas.ti*. Program Studi Administrasi Publik FISIP-UNDIP.
- Widada, A. W. (2017). Determinant factors of food security in Indonesia. *Agro Ekonomi*.
- Wijaya, O., Juniawan, W., & Widodo. (2022). Alternatif kebijakan ketahanan pangan wilayah Kabupaten Banyumas dengan pendekatan cluster analysis. *Risalah Kebijakan Pertanian dan Lingkungan: Rumusan Kajian Strategis Bidang Pertanian dan Lingkungan*, 9(3), 133-148. <https://doi.org/10.29244/jkebijakan.v9i3.32799>