

RECONFIGURING THE ROLE OF THE STATE IN COLLABORATIVE FOOD SECURITY GOVERNANCE: A COMPARATIVE STUDY OF INDONESIA AND VIETNAM

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Abstract

Food security is a cross-sectoral issue that cannot be effectively addressed through purely hierarchical and sectoral approaches. This study aims to analyze the reconfiguration of the state's role in the collaborative governance of food security and to compare the institutional patterns of Indonesia and Vietnam. The study employed a qualitative comparative policy analysis, using literature, policy documents, and institutional records. VOSviewer was used to map research trends regarding collaborative governance and food security, while within-case and cross-case analyses were used to identify variations in the state's role. The analytical framework integrates collaborative governance, meta-governance, the Penta Helix model, public service delivery, and institutional and relational dimensions. The results indicate that collaboration does not weaken the state's role but rather drives a reconfiguration of state capacity shifting from a direct controller to a regulator, coordinator, facilitator, and meta-governor. Indonesia has strengthened its coordination capacity through the Coordinating Ministry for Food Affairs, whereas Vietnam has developed cross-sectoral coordination via the National Action Plan on Food Systems Transformation. These institutional differences demonstrate that the effectiveness of food governance is determined by the ability to integrate institutional and relational capacities. The findings also confirm that an effective state in collaborative governance is not a "lesser" state, but a "different" state capable of orchestrating networks, mobilizing resources, building trust, and generating public value through inclusive and sustainable food systems.

Keywords: collaborative governance, food security, meta-governance, state reconfiguration

INTRODUCTION

Food security is increasingly difficult to understand as a sectoral issue that is only related to food production and availability. Climate change, supply chain disruptions, access inequality, changes in consumption patterns, food security, nutrition, and sustainability have made the food system a cross-sectoral and cross-level policy issue. A study by (Ambrose et al., 2022; Andersson et al., 2026; Guillaumie et al., 2025; Levkoe et al., 2023; Lu & Carter, 2023) shows that *food system governance* increasingly places the interaction of actors, the distribution of power, formal and informal rules, and the need for policy orchestration as important elements in building a sustainable food system, therefore, the challenge of food security is actually not only related to the state's ability to produce policies, but also the ability to connect various actors, resources, knowledge, and interests in one policy direction.

These changes are related to the shift from *government* to *governance*. (Rhodes, 1996) explains *governance* through the development of policy networks and interdependent relationships that make the state no longer the only decision-making center. However, the reading that *governance* means the reduction of the state needs to be criticized. As public issues become more complex, the loss of coordination centers can actually increase policy fragmentation, therefore, the very essential question is not whether the state is regressing, but rather how the state changes the way it uses its authority, which in this perspective, state reconfiguration means a shift from *direct governance* to the ability to regulate arenas, relationships, resources, and the direction of collaboration.

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The theory of *collaborative governance* clarifies this problem. (Ansell & Gash, 2008) based on an analysis of 137 cases, show that collaboration is influenced by the history of conflict or cooperation, participation incentives, inequality of power and resources, leadership, institutional design, dialogue, trust, commitment, and mutual understanding. (Emerson et al., 2012; Suprianto et al., 2026) further explain that collaboration requires *principled engagement, shared motivation, and capacity for joint action*. Both approaches show that collaboration does not just present many actors but requires the capacity to manage differences in interests and inequality of resources. For food policy, the implications are important: the more actors involved, the more critical the state's capacity to ensure that collaboration results in the public interest, not just a compromise between interests.

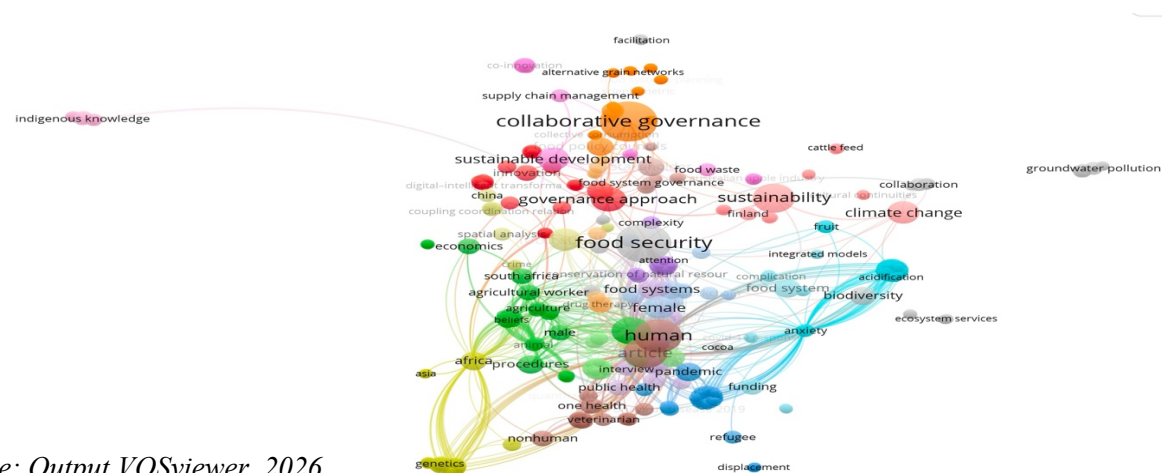
The concept of metagovernance by (Torfing et al., 2019) makes it clear that governance networks can handle wicked problems, but also risk causing conflict, fragmentation, impasses, and transparency and accountability issues. Therefore, the state is needed as a meta-governor that shapes the rules, directions, and conditions of the network without taking over the entire process. The role of the state shifts to regulators, coordinators, facilitators, convenors, resource mobilizers, and meta-governors. Donner et al. (2024) also emphasized the importance of orchestrators to harmonize (Andreola et al., 2026; Boadu, 2024; Maughan et al., 2025; Sundqvist-Andberg & Åkerman, 2022; Vandermale & Mason, 2024) and systems. In Indonesia, the reconfiguration takes an institutional form through the Coordinating Ministry for Food Affairs. Presidential Decree No. 147 of 2024 mandates synchronization, coordination, and control of food affairs, including solving problems across ministries/agencies as well as monitoring and evaluation. This mandate makes the Coordinating Ministry for Food relevant as an institutional case to analyze the country's shift from a single implementer to a director and integrator of cross-sector policies. The institutional structure was then updated through the coordinating minister for Food Regulation No. 1 of 2026.

The reconfiguration needs to be tested through the perspective of public services. The New Public Service shifts the government's orientation from a controller to a citizen servant and facilitator of common interests (Denhardt & Denhardt, 2000). In food security, success is not only measured by production and supply stability, but also by food accuracy, safety, accessibility, and accountability. Therefore, the ten principles of public service in the Decree of the Minister of PAN No. 63/KEP/M.PAN/7/2003 are used as an analytical lens to assess whether cross-sector coordination produces public value for the community.

The reconfiguration of the role of the state also requires the expansion of actors and resources in food governance, which in the Penta Helix model (government, academia, business, community, and media) is used to explain collaborative capacity building. The Penta Helix does not simply map actors, but is analyzed through power, resources, leadership, institutional design, and trust (Ansell & Gash, 2008). The focus is on how the Coordinating Ministry for Food orchestrates relationships between actors to integrate state authority, knowledge, resources, community experience, and public communication to generate public value. This perspective is deepened through a dialogue between Western and Eastern governance traditions, not as a dichotomy, which when examined from a Western perspective actually helps to read institutional design, rules, accountability, and power, while from an Eastern perspective it expands the analysis of relationships, trust, harmony, and common interests. Emphasized the importance of dialogue between the two traditions in expanding the foundations of public administration, (Bailey, 2001; Suprianto, 2024; Van Thiel, 2014; Wahyuni & Cahyani, 2025). In the Indonesian context, the relational dimension can be dialogued with mutual cooperation as an orientation for collective action, which thus, the reconfiguration of the state of this research is analyzed through two complementary capacities, namely institutional capacity and relational capacity.

Bibliometric mapping using VOSviewer strengthens the need for this analysis, with the keywords collaborative governance, collaborative approach, collaborative management, food security, food system, and food governance, Network Visualization shows food security as a central node connected to collaborative governance, governance approach, sustainable development, food systems, sustainability, climate change, biodiversity, and food waste. This pattern shows that the literature increasingly views food security as a systemic issue that requires a collaborative and cross-sectoral approach.

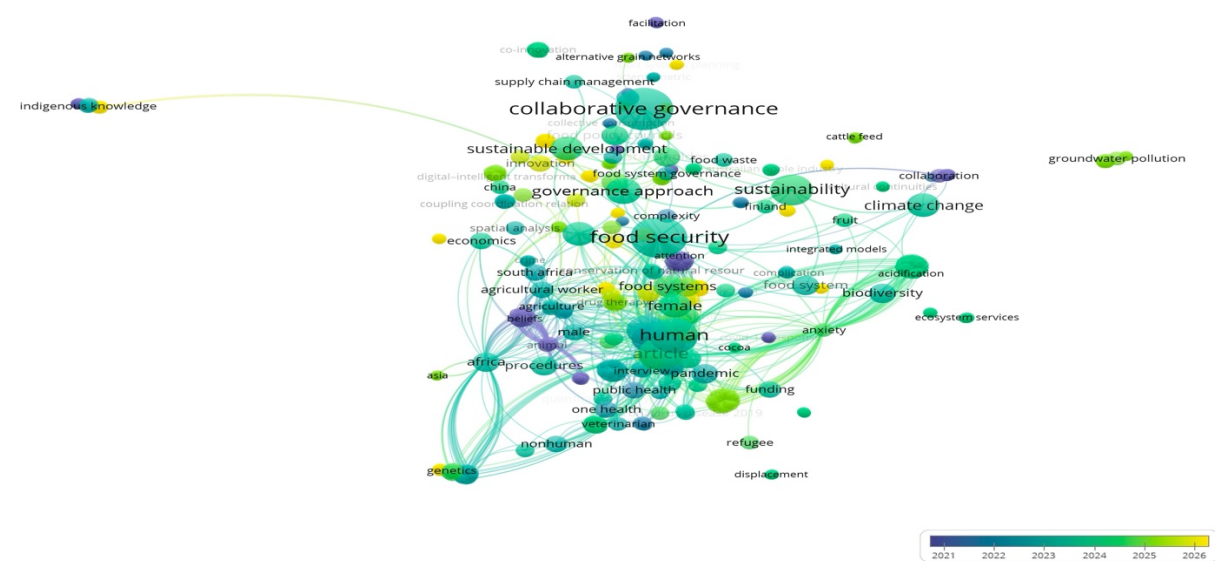
Figure 1. Network Visualization of Collaborative Governance and Food Security Research



Source: Output VOSviewer, 2026

The Overlay Visualization in Figure 2 shows the temporal development of the research theme towards sustainability, food systems, climate change, biodiversity, integrated models, and food system transformation. These findings are in line with (Boadu, 2024; Dung et al., 2022; Hassen et al., 2026; Kurtsal et al., 2020; Peuch & Osinski, 2020) , who show that there are still problems with policy silos, limited empirical evidence, weak attention to cross-scale and network governance, and the need for policy orchestration. This means that the development of the literature is not only moving towards collaboration, but also towards the question of who orchestrates the collaboration and how the capacity of the director is built.

Figure 2. Overlay Visualization of Collaborative Governance and Food Security Research



Source: Output VOSviewer, 2026

From here, the empirical gap of research becomes more specific. The literature has been quite strong describing the importance of collaboration, actors, sustainability, and food system transformation, but empirical evidence on how state institutions concretely orchestrate multisectoral networks and transform state functions in the process is limited. The global study of (Adamashvili et al., 2020; Chavez-Miguel et al., 2026; Kymalainen et al., 2026; Sundqvist-Andberg & Åkerman, 2022; Vandermale & Mason, 2024) , for example, mapped 197 countries and found that only 34 countries have relevant multisectoral food governance institutions, with most in the form of formal coordination mechanisms. The

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findings show the importance of examining not only the existence of institutions, but their coordination structures and functions. Empirically, it is understandable that these gaps still require comparisons that show whether food coordination institutions are really changing the pattern of relations between governments and non-state actors, or simply moving sectoral coordination to a higher structure. Theoretically, it is not yet clear whether metagovernance capacity primarily works through formal instruments of rules, coordination, standardization, and control or through relational instruments such as trust, communication, participation, and the formation of common interests. The Indonesia-Vietnam comparison allows the two dimensions to be tested simultaneously and avoid the conclusion that a single institutional model can be universally applied, (Adam et al., 2023; Guillaumie et al., 2025; Priyanti et al., 2025; Roopnarine et al., 2021)

The comparison has a clear empirical basis. Vietnam, through Decision No. 300/QĐ-TTg of 2023, established the National Action Plan on Food Systems Transformation towards Transparency, Responsibility and Sustainability by 2030, which views food system transformation as a cross-sectoral task and involves various levels of government and actors in the food system. Subsequent implementation also shows the development of the Food System Transformation Partnership as a multi-sector platform involving governments, international organizations, research institutions, associations, and other actors. This condition provides a relevant comparison with Indonesia, which has the Coordinating Ministry for Food as a special coordinating institution in the food sector.

Based on these gaps, this study aims to analyze how the role of the state is reconfigured in the collaborative governance of food security in Indonesia and Vietnam, with the Coordinating Ministry for Food as Indonesia's institutional case and the analysis is directed at four dimensions, namely the capacity of the state as a meta-governor, the configuration of the Penta Helix, the translation of public service principles into public value, and the dialogue between Western institutional logic and Eastern relational logic, which so that it can be considered that collaborative governance does not reduce the relevance of the state, but changes the form of state capacity from the ability to control directly to the ability to orchestrate, integrate, facilitate, and take responsibility for the use of policy networks to produce food security oriented to the public interest.

METHODS

The study uses a qualitative approach with comparative policy analysis to compare the reconfiguration of the role of the state in the collaborative governance of food security in Indonesia and Vietnam. The comparison is directed at the similarities, differences, and institutional factors that shape the variation in the role of the state (Fischer & Schlöpfer, 2017; Fotel & Hanssen, 2009). The theoretical framework integrates collaborative governance (Ansell & Gash, 2008), integrative collaborative governance (Emerson & Nabatchi, 2015; Torfing et al., 2019).

The data analyzed were in the form of scientific articles, policy documents, and Indonesian and Vietnamese institutional documents. The literature was searched through Scopus, while the documents included regulations of the Coordinating Ministry for Food, Indonesia's food security policy, and the National Action Plan on Food Systems Transformation Vietnam. The analysis of documents followed (Altheide, 2000). This study used the Bibliometric Mapping analysis approach to photograph the network and overlay visualization with the keywords collaborative governance and food security to map the research landscape and research gap whose results were verified through literature review and policy documents. This study also uses a State Role Reconfiguration Framework which includes regulatory, coordination, facilitation, meta-governance, Penta Helix, and public service. The Western governance perspective emphasizes institutions, authority, rules, and accountability, while the Eastern perspective emphasizes trust, solidarity, and common interest, (Kooiman, 2003; Rhodes, 1996)

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Table 1. Framework for Reconfiguring the Role of the State in Collaborative Governance of Food Security

Dimensions	Focus Analyst
Regulatory	Rules and rules of the game
Coordination	Cross-sector synchronization
Facilitation	Facilitation of non-state actors
Meta-governance	Network briefing
Penta Helix	Government–Academia–Business–Community–Media
Public Service	10 principles of public service
Relational governance	Trust, solidarity, common interest
Institutional governance	Rules, authority, participation, accountability

Source: Adapted from (Ansell & Gash, 2008; Denhardt & Denhardt, 2000; Rhodes, 1996; Torfing et al., 2019)

Data analysis is carried out through *within case* and *cross case* analysis to identify similarities, differences, and contextual factors. The validity of the data is strengthened through *source triangulation* of scientific articles, regulations, government documents, and institutional reports.

RESULTS AND DISCUSSION

Reconfiguring the Role of the State in Collaborative Governance of Food Security

The results of the analysis show that food security governance in Indonesia and Vietnam shows a shift from a state-centered governance pattern to a collaborative and *networked governance pattern*. However, these changes do not indicate a reduction in the role of the state. Instead, the state has undergone a reconfiguration of functions from the main implementer to regulator, coordinator, facilitator, network director, and collaborative resource driver. These findings reinforce the view that the shift from *government* to *governance* is not synonymous with state withdrawal, but with a change in the way the state exercises its authority in an increasingly complex environment (Rhodes, 1996; Torfing et al., 2019).

Table 2. Reconfiguration of the Role of States in the Governance of Food Security in Indonesia and Vietnam

Dimensions	Indonesia	Vietnam	Reconfiguration
Regulatory	The state establishes cross-sectoral policies and regulations through the Coordinating Ministry for Food and related ministries	The state established a framework for food system transformation through Decision No. 300/QD-TTg	From sectoral regulators to cross-system regulators
Coordination	The Coordinating Ministry for Food carries out synchronization, coordination, and control of food affairs	The Ministry of Agriculture and Rural Development becomes the focal agency and coordinates ministries, sectors, and regions	Coordination is the core function of the state
Facilitation	The government opens space for the involvement of local governments, the business world, the community, academics, and other actors	NAP-FST involves ministries, local governments, socio-political organizations, associations, and food system actors	Countries facilitate the capacity of non-state actors
Meta-governance	The state directs and coordinates the network through food coordination institutions	The country directs transformation through NAP-FST and the Food System Transformation Partnership mechanism	The state plays the role of a network orchestrator
Resource mobilization	Coordination of policies and resources across ministries/agencies	Mobilization of government budgets, private investment, PPP, ODA, and international sources	The state orchestrates resources, not just provides budgets
Public service	Emphasis on access, security, accuracy, certainty, responsibility, and convenience of service	Emphasis on access to safe and nutritious food, vulnerable groups, transparency, and responsibility	Food security is positioned as a public service and public value

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In Indonesia, this reconfiguration is clearly seen through the establishment of the Coordinating Ministry for Food Affairs based on Presidential Decree No. 147 of 2024. The regulation explicitly places the Coordinating Ministry for Food as an institution that organizes the synchronization, coordination, and control of ministerial affairs in the food sector, which thus, the establishment of the Coordinating Ministry for Food can be read not only as an addition to the bureaucratic structure, but as an effort to build state capacity to manage food issues across ministries, sectors, and interests.

Viewed from the perspective of metagovernance, this position indicates a shift from "governing directly" to "governing through coordination". The state retains regulatory authority, but the effectiveness of policy is increasingly determined by the ability to connect actors and harmonize resources outside of a single government organization (Godrich et al., 2025; Mahmood et al., 2025; Nasso et al., 2024; Torfing et al., 2019) . Thus, the power of the state does not lie solely in the capacity to rule, but in the capacity to orchestrate the policy network.

Vietnam's findings show a similar pattern with different institutional designs. Decision No. 300/QD-TTg of 2023 establishes the National Action Plan on Food Systems Transformation towards Transparency, Responsibility and Sustainability by 2030 as a cross-disciplinary agenda involving governments, ministries, regions, socio-political organizations, and actors along the food system. The Ministry of Agriculture and Rural Development acts as the national focal agency for coordination, monitoring, and evaluation, while opening a Food System Transformation Partnership space with international partners. The two countries show the same fundamental pattern: the state does not exit food governance but reconfigures its instruments and ways of exercising its authority. Indonesia establishes a coordinating ministry, while Vietnam uses a national action plan with sectoral focal agencies and partnerships. These findings expand on Ansell and Gash (2008): collaborative governance requires not only participation, trust, and shared understanding, but also institutional architecture and state coordination capacity to prevent policy fragmentation.

Penta Helix Collaborative Governance and Configuration

Further analysis shows that the reconfiguration of the role of the state occurs simultaneously with the expansion of actors in food security governance. The state is no longer the sole policy producer, but rather an actor that connects Government, Academia, Business, Community, and the Media (Penta Helix).

Table 3. Penta Helix Configuration in Food Security Governance

Actor	Indonesia	Vietnam
Government	Coordinating Ministry for Food, ministries/institutions, local governments	Central government, ministries, provincial/city governments
Academia	Knowledge, research, innovation, technology	Research, innovation, technology development and capacity
Business	Supply chain, production, distribution, investment	Agribusiness, corporate, value chain, PPP
Community	Farmers, community groups, social organizations	Farmers, cooperatives, socio-political organizations and communities
Media	Food information dissemination and education	Information transparency and communication of food systems
The role of the state	Coordinator, facilitator, meta governor	Coordinator, focal agency, facilitator

Source: Adapted and synthesized from (Ansell & Gash, 2008; Emerson & Nabatchi, 2015) , Presidential Decree No. 147 of 2024, and Decision No. 300/QD-TTg of 2023

This configuration shows that the Penta Helix is not sufficiently understood as a list of actors. Its analytical value lies in the relationship between actors and the capacity of the state to orchestrate this interdependence, which is in line with (Emerson & Nabatchi, 2015; Mananda et al., 2025) who place principled engagement, shared motivation, and capacity for joint action as important elements in collaborative governance. In Indonesia, the position of the Coordinating Ministry for Food indicates that the state is trying to strengthen coordination capacity before expanding collaboration. This means that the main problem to be overcome is not only the lack of actors, but also fragmentation between actors and between government affairs. Theoretically, this condition shows that collaborative governance needs an institutional backbone so that the network does not lose its direction.

Vietnam shows a more explicit configuration of connecting actors along the food system. Decision No. 300/QD-TTg covers production, processing, distribution, consumption, technology, food security, environment, and vulnerable groups. The policy also encourages public-private partnerships, the involvement of associations, local governments, and social organizations and even the implementation of Vietnam shows efforts to translate the national agenda to the provincial level. Vietnam's food system platform by 2026 emphasizes cross-sectoral coordination between agriculture, industry, health, education, environment, business, NGOs, universities, and universities in the transformation of the food system. The findings are important because they show that collaboration does not automatically occur just because many actors are involved. What determines is how the state regulates relationships, builds incentives, provides information, resolves conflicts of interest, and ensures the existence of a joint capacity for action, in other words, the reconfiguration of the state moves from "actor-centered authority" to "network-centered authority".

Reconfiguration of the State in a Western and Eastern Perspective

A comparison of Indonesia and Vietnam shows that the reconfiguration of the role of the state is not only determined by institutional design, but also by relational capacity. The Western governance perspective emphasizes institutional design, rules, authority, and accountability, while the Asian perspective pays more attention to trust, solidarity, shared interests, and collective action. Ongaro and Ho (2025) emphasized the importance of dialogue between the two traditions so that governance remains sensitive to institutional and social contexts.

In Indonesia, cooperation can be a social capital, but its effectiveness is still influenced by institutions, leadership, resources, and power relations (Ambrose et al., 2022; Andersson et al., 2026; Chavez-Miguel et al., 2026; Jiren et al., 2021; Sundqvist-Andberg & Åkerman, 2022; Vandermale & Mason, 2024). Vietnam also combines formal coordination with the involvement of farmers, associations, businesses, local governments, and international partners through NAP-FST. These comparative findings confirm that institutional capacity and relational capacity must run simultaneously: institutions provide structure, while relationships drive collaboration.

Table 4. Institutional and Relational Governance Dimensions

Dimensions	Institutional Logic	Relational Logic
Coordination base	Rules and authorities	Trust and relationships
Mechanism	Regulations and procedures	Dialogue and negotiation
Accountability	Formal and administrative	Social and collective
Leadership	Authority-based	Facilitative
Participation	Institutional participation	Relational engagement
Risk	Bureaucratic fragmentation	Dominance of certain actors
Requirements	Institutional coherence	Trust and shared motivation

Source: Adapted and synthesized from (Ansell & Gash, 2008; Emerson & Nabatchi, 2015; Torfing et al., 2019)

These findings enrich the collaborative governance framework because it shows that effective collaboration is not an option between state hierarchies and community networks, but rather a combination of the two. The state still needs formal authority, but it must be converted into the ability to build relationships, trust, and joint action.

Food Security Governance as a Public Service and Public Value

The reconfiguration of the state needs to be read through the perspective of public services. Food security is not only a matter of production and availability, but also the state's ability to ensure safe, accessible, quality, and affordable food. New Public Service places the government as a servant of the public interest and strengthens the capacity of the community (Denhardt & Denhardt, 2000). This perspective can be analyzed through the 10 principles of public service in KepmenPAN No. 63/KEP/M.PAN/7/2003, including simplicity, clarity, certainty, accuracy, security, responsibility, facilities, access, discipline/hospitality, and comfort. Comparative findings show that Indonesia and Vietnam have begun to position food security as a public service problem, not just an agricultural production problem. Vietnam, for example, explicitly includes healthy food, food security, vulnerable groups, and quality of life in the National Action Plan on Food Systems Transformation (Decision No. 300/QD-TTg of 2023).

Table 5. Synthesis of Food Security Governance as Public Service and Public Value

Dimensions	Indonesia	Vietnam	Synthesis of Findings
Orientation	Availability, access, food safety	System transformation, healthy food, security, vulnerable groups	Food security shifts from supply-oriented to public value-oriented
The role of the state	Regulators, coordinators, facilitators	Coordinator, focal agency, facilitator	The state orchestrates services, not just controls production
Public services	Access, certainty, security, responsibility	Access to healthy food, safety, quality of life	Food security is part of fulfilling the public interest
Actor	Penta Helix government and network	Government, farmers, businesses, organisations, partners	Public value is formed collaboratively
Measure of success	Quality availability and access	A healthy, safe, inclusive, sustainable food system	Success is not measured simply by production, but by public benefits

Source: Author data processing, 2026

The findings suggest that the reconfiguration of the state's role is ultimately tested not by how strongly the state controls the food system, but by its ability to generate public value. The state retains regulatory authority, but the quality of governance is determined by its ability to link institutional coordination, collaborative capacity, and public services into safe, accessible, inclusive, and sustainable food. Thus, this study synthesizes that public service is a translation mechanism from collaborative governance to public value: collaboration provides capacity, the state orchestrates that capacity, and public services become channels to generate public value.

Indonesia and Vietnam Comparison: From Government to Meta-Governance

The comparison does not suggest a uniform transformation of the state, but rather demonstrates how state authority is reconfigured through different combinations of coordination, facilitation, meta-governance, and collaborative capacity-building mechanisms.

Table 6. Comparative Synthesis of State Role Reconfiguration

Aspects	Indonesia	Vietnam
Coordination model	Coordinating Ministry	Focal ministry dan ditamabh national action plan
Orientation	Synchronization, coordination, control	Transforming the food system
Country position	Coordinator dan meta-governor	Focal coordinator dan facilitator
Penta Helix	Thrive through cross-sector coordination	More explicit in NAP-FST
Approach	Institutional coordination	System transformation
Central-regional relations	Complex due to decentralization	Directed through a national action plan
Public service orientation	Access, security, certainty, responsibility	Access to healthy food, security, vulnerable groups
Key challenges	Institutional fragmentation and coordination	Cross-sectoral and government-level implementation
Forms of reconfiguration	From coordinator to meta-governor	From sectoral authority to system orchestrator

Source: Adapted and synthesized from (Torfing et al., 2019) , Presidential Decree No. 147 of 2024, and Decision No. 300/QD-TTg of 2023

Theoretically, this comparison shows that the reconfiguration of the role of the state takes different forms according to the institutional context but leads to the same tendency: the state moves from the role of sole policy producer to the orchestrator of collaborative governance. The findings are also in line with a global study by Patay et al. that mapped 197 countries and found that only 34 countries have multisectoral food system governance institutions that meet the whole-of-government criteria. The study shows that formal coordination mechanisms are a much more common form than the establishment of specialized ministries and affirms that the government retains a central position in creating rules and ensuring food policy coherence. The findings reinforce the position of the study: the main issue is not determining

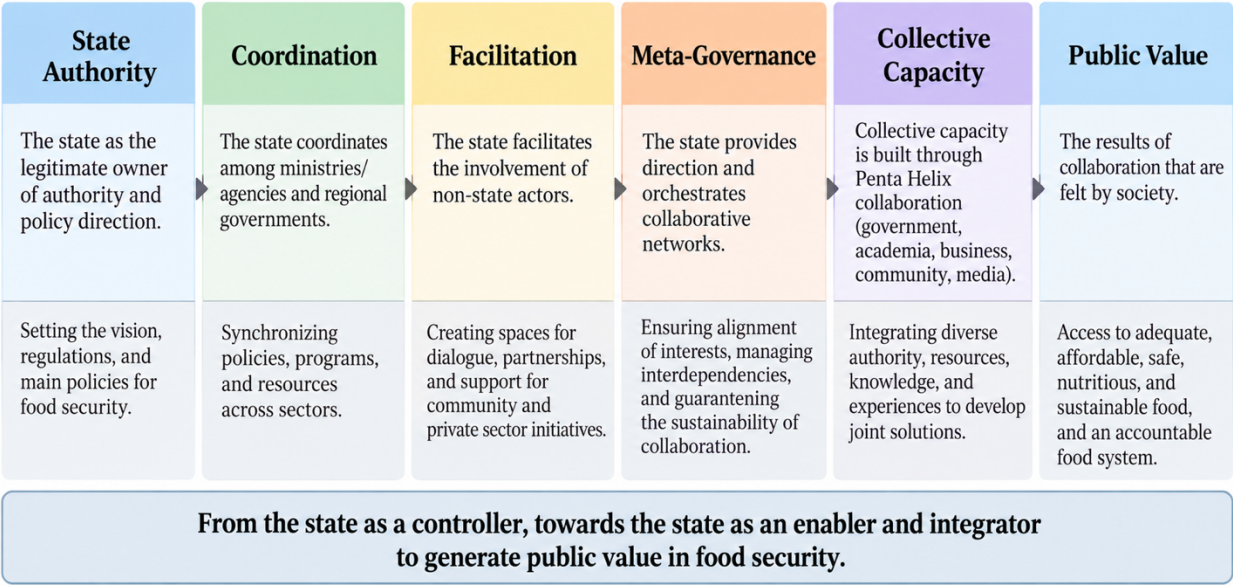
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whether the state or non-state actors should lead, but how the state regulates the configuration of relationships between actors so that authority, knowledge, resources, and participation can be converted into collective capacity.

Based on comparative results, this study proposes the understanding that collaborative governance in food security should not be understood as a process of "reducing the role of the state", but rather as "reconfiguring the role of the state." Conceptually, the reconfiguration results in five main transformations: 1) from regulator to orchestrator. The state still makes rules, but also orchestrates inter-stakeholder relationships; 2) from coordinator to meta-governor. Coordination does not stop at administrative synchronization, but includes setting directions, arenas, incentives, and relationships in the network; 3) from provider to facilitator. The state does not have to provide all its own resources, but mobilizes government, private, community, academic, and international partner resources; 4) from hierarchical authority to networked authority. Formal authority remains important, but its effectiveness depends on the ability to build relationships and trust; and 5) from policy output to public value. Policy success is not only seen from the number of programs or food production, but from the ability of the system to produce food that is safe, available, accessible, affordable, sustainable, and responsive to vulnerable groups. Thus, this research produces the State Role Reconfiguration Framework as a synthesis: State Authority, Coordination, Facilitation, Meta-Governance, Collective Capacity, Public Value.

Figure 3. State Role Reconfiguration Framework in Collaborative Governance of Food Security



Source: author's data processing, 2026

The framework explains that the state remains a central actor, but its centrality changes from the position of a sole controller to a director of a collaborative ecosystem. This also contributes to the collaborative governance literature. (Ansell & Gash, 2008) emphasize the importance of dialogue, trust, commitment, shared understanding, and institutional design; (Emerson & Nabatchi, 2015) emphasize principled engagement, shared motivation, and capacity for joint action, while (Torfing et al., 2019) show the importance of metagovernance. This study connects the three perspectives by showing that metagovernance is a mechanism that allows the state to maintain its strategic capacity while opening space for multi-sector collaboration. The findings of the study provide three main contributions: 1) a theoretical contribution that expands the theory of collaborative governance by placing a reconfiguration of the role of the state as an analytical unit. The state is not positioned as an actor whose relevance is reduced due to the emergence of networks, but as a meta-governor who builds institutional conditions for collaboration; 2) comparative contribution, where the comparison of Indonesia and Vietnam shows that the collaborative food governance model is not uniform. Indonesia emphasizes the strengthening of coordination institutions, while Vietnam emphasizes the national action plan and food system

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transformation. These differences show the importance of institutional context in explaining state reconfiguration; 3) conceptual contributions that integrate three dimensions that are often separated in governance studies: institutional capacity, relational capacity, and public service capacity. Effective food security requires all three simultaneously.

CONCLUSION

This research shows that collaborative governance of food security does not reduce the role of the state but reconfigures it. The state shifts from a direct controller to a regulator, coordinator, facilitator, and meta-governor who orchestrates the relationship between the government, academia, the business world, society, and the media. Thus, the state's capacity in collaborative governance is not primarily determined by how much the state controls other actors, but by its ability to align authority, resources, knowledge, and collective interests. A comparison of Indonesia and Vietnam shows that the reconfiguration has different institutional forms. Indonesia strengthens coordination capacity through the Coordinating Ministry for Food, while Vietnam uses national action plans and focal agencies to direct food system transformation. Although institutionally different, both show the same tendency towards a networked and collaborative state. The main finding of this study is that the effectiveness of food security governance requires integration between institutional capacity and relational capacity. Rules, authority, coordination, and accountability must go hand in hand with trust, dialogue, common interests, and collective action capacity. Therefore, effective state reconfiguration is not less state, but different state—a state that remains strong in regulatory authority but is increasingly adaptive in orchestrating collaborative networks to generate public value and sustainable food security.

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