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Policy Entrepreneurship Analysis in Improving Food Policy Implementation Performance for the Poor in Bone District

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Abstract

This study explores the potential involvement of policy entrepreneurship in initiating the effectiveness of food policy implementation for people experiencing poverty. This research methodology uses a descriptive qualitative approach with data collection through observation, interviews, and documentation analysis. The focus of the analysis involves understanding the indications of policy entrepreneurship in the role of stakeholders. Furthermore, the collected data is analyzed using data analysis techniques that involve data condensation, data presentation, and conclusion drawing (Saldana, 2014). The findings of this study conclude that the involvement of policy entrepreneurship significantly affects the effectiveness of food policy implementation for people experiencing poverty. By showing social acumen, defining problems realistically, building teams, and leading by example, policy entrepreneurship can be a strategic alternative in improving the performance of food policy implementation for people experiencing poverty in Bone District.

Key words: Policy Entrepreneurship, Food policy implementation, Poor people

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Introduction

To action, where public policy is analogous to the working process of the brain (Keban, 2008), which always determines what actions will be taken to realize the mandate of the government bureaucracy. Public policy is determined through hierarchical laws and regulations from the centre to the most miniature / village government; this is a product resulting from the comprehensive process of actors, both executive and legislative. But the exciting thing is how the decisions determined can be effectively translated into actions by implementing actors. Given that the motives, ideas, and characteristics of specific policy implementation vary, how can public policy be aligned with the behaviour of policy implementers? This is undoubtedly a challenge in implementing public policy because, after all, a policy is designed. It is only on paper if not delivered by the government bureaucratic apparatus (Miftah Thoah, 2008).

Public policy is characterized by complexity as an implication of the fragmentation of society's social structure, where actors tend to vary responses in understanding ideas, motives, and

concerns they understand a particular policy (Mintrom & Norman, 2009). *Complexity theory* can be an alternative to equip stakeholders in governance through sensitivity to how complex the reality is. This raises the need for the involvement of innovative and energetic actors.

Policy entrepreneurship is a theoretical concept that describes the role of individuals in initiating policy change. In this concept, efforts are made to explore policy transformation by changing the *status quo* into innovation. According to Kingdon (1989) and Mintrom M & Norman (2009), policy entrepreneurship refers to individuals or groups who have innovative traits and are actively involved in efforts to influence policy. They act as energetic agents, actively carrying out various measures to influence policy by exploiting opportunities, allocating resources such as money and expertise, and risking their reputations to achieve policy goals. Entrepreneurship policy actors can be identified both inside and outside the government structure.

An entrepreneur is an individual who owns a company, combines productive factors, allocates resource investments, and is willing to take on risks in the hope of getting future returns, as explained by Schumpeter (1946) (Leite, 2019). The essence of an entrepreneur's nature is the willingness to initiate action. While economic and political entrepreneurs tend to focus on achieving profit and consent or on elements that increase their power, as highlighted by Sheingate, Schneider and Teske (1992) (Petridou & Beker, 2017), policy entrepreneurs are more focused on innovation and change in the policy context (Kingdon, 1984). Thus, the involvement of policy entrepreneurship actors creates policy change potential.

Food policy is crucial because food is essential for the community (Law No. 18 of 2012). Therefore, both national and local level governments are expected to manage these food resources wisely to improve the welfare of the people, as explained in Article 33 Paragraph 3 of the 1945 Constitution, which states that "The earth, water, and natural resources contained therein are controlled by the state and used for the greatest prosperity of the people." However, implementing the food policy shows a tendency towards inequality, where Indonesia, as an agricultural country, should be able to produce large enough amounts of food. However, almost every year, rice imports are still carried out to overcome food stocks and meet the needs of areas experiencing shortages. In 2013, consumption reached a very high amount, namely 39 million tons, while Indonesia's rice production only reached 34 million tons. In 2015, production increased from the previous year, from 34.5 million tons to 43.9 million tons. Despite the rice surplus, Indonesia still imports rice (Alwi, 2022).

The agricultural sector has a 53% share in reducing poverty rates in rural areas in Indonesia. However, the rural poverty rate is still a significant contributor to the national poverty rate, with a percentage of 12.36% in September 2022. In addition, the agriculture, forestry, and fisheries sectors contributed 13.3% to Indonesia's Gross Domestic Product (GDP) in 2021. Even so, although the agricultural sector reduces poverty and GDP, its contribution has yet to be matched by a significant increase in added value for its actors. The average net income of workers in the agricultural sector in 2022 reaches around IDR 1.5 million per month, which, although it does not meet the criteria for poor according to the BPS rural poverty line standard (amounting to IDR 484,209 per month), is still the lowest income compared to other economic sectors. The welfare level of farmers is reflected in the fact that agricultural household expenditure is still dominant in food, reaching 57.66%, compared to expenditure on non-food needs, which is only 42.34%. (Alta, Aditya & B, 2023). This shows that farmers will still face challenges in meeting essential needs in 2021. This is authentic evidence that there is a need for more severe intervention in implementing food policies for people experiencing poverty through policy implementation.

Policy entrepreneurs have a role to play in 'facilitating thinking' through the negotiation process and 'reintegrating diverse elements in policy proposals'. Therefore, individuals with these traits are more likely to come from a scientific or academic background, although they can also quickly pursue careers as politicians or even bureaucrats (Kingdon, 1995: 131, 189). However,

the individual identity aspect of policy entrepreneurship needs to be better explained in other policy process theories (Olsson & Hysing, 2012; Sabatier and Weible, 2007).

Policy entrepreneurship is active throughout the policy process; once they identify a problem, they propose a solution and act to put it on the political agenda, legitimize the solution, facilitate its implementation, and promote its evaluation (Zahariadis, Nikolaos, 2016). They are actors who meet unmet needs, face risks in change efforts, and address problems through collective action (Mintrom M, 1996: 422). They accomplish this task by 'proposing ideas designed to change policy, identifying issues, shaping policy discussions, networking in policy circles, and building coalitions' (Mintrom and Vergari, 1996: 423; Mintrom, 1997).

Based on this description, the involvement of policy entrepreneurship has the potential to initiate improved performance of food policy implementation for people experiencing poverty. Therefore, this study analyses indications of policy entrepreneurship's involvement in implementing food policies for people experiencing poverty

Materials and Methods

This study uses a descriptive qualitative approach, with data collection through observation, interviews and documentation; the data is then analyzed using data analysis techniques (Saldana., 2014), including data condensation, data presentation and conclusion drawing so that the output of this study describes the indication of policy entrepreneurship on the role of stakeholders and its significance in the implementation of food policy on poor people in Bone County.

Results and Discussion

Food policy is complex because it involves many stakeholders, so the public policy process *needs to be solved*. This confirms the importance of policy entrepreneurship involvement in policy implementation, where their characteristics display social acumen, define problems, build teams and lead by example. Several actors whose roles are indicated as *policy entrepreneurship* show a significant impact on food affordability for people experiencing poverty when compared to actors who are not in the Bone District. As shown in the following table:

Table 1. Food Accessibility to the Poor

No.	Policy entrepreneurship involvement	Affordability aspect	Fulfilment methods
1.	No indication found	1. It's hard to make ends meet because it doesn't work 2. Work as a farmer so that it is easy to reach rice food	3. Helping landowners to get results from the land 4. Relying on Help
2.	No Indication Found	1. Not enough to make ends meet	1. Depends on the family 2. Gardening while working on other people's land 5. Rent land and share the proceeds
3.	No indication found	3. Challenging to make ends meet 4. Not enough	6. Farming 7. Depends on BLT
4.	No indication found	1. I am pretty fulfilled even though it can't work	2. Depends on BLT and family 4. Selling yard land use products
5.	Indicated	3. Fulfilled	5. Get BLT help

6.	Indicated	6. Fulfilled	7. Selling the results of working at KWT 8. Getting a BLT
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Source: Data Reduction, 2023

In general, efforts to ensure food accessibility for people experiencing poverty in Bone District are carried out through various programs and activities. First, monitoring food prices in the market aims to ensure food availability at affordable prices. Second, community empowerment is carried out through the sustainable food yard (P2L) program, which refers to P2L technical guidelines issued by the Ministry of Agriculture. Third, the provision of food reserve assistance by the government, by the technical guidelines for the distribution of government food reserves regulated in (the National Food Agency Regulation, 2023) concerning the provision of food reserve assistance to underprivileged communities. To determine the indication of policy entrepreneurship involvement in the role of stakeholders, the author interviewed internal government actors, farmer groups and poor category communities and obtained the following information:

Table 2. Social Acuity

Stakeholder	Role
Coordinator of the Agricultural Rescue Agency	<ol style="list-style-type: none"> 1. Aid to people experiencing poverty has not been on target 2. Gradual increase in agricultural production 3. Empowering people with low incomes through the Women's Farmer Group
Village head	<ol style="list-style-type: none"> 1. Village government understanding is more objective 2. Dependent on Direct Cash Transfer (BLT) 3. 20% village fund allocation for food land 4. Empowering the poor
Farmer Group	<ol style="list-style-type: none"> 5. Group members consist of poor category people 6. There are still regions that do not yet have KWT 7. Some KWTs know that low-income people are prioritized to join the group. 8. The importance of encouragement to work for the poor

Source: Data Reduction, 2023

As shown in Table 1, the role of stakeholder actors in displaying social understanding is subjective; this is influenced by the diversity of policy implementation dynamics in each region and the characteristics of stakeholders' motives, ideas and concerns so that their interpretations in understanding how food policy implementation works vary. This phenomenon further strengthens the argument for the need for actors who facilitate dialectical space to understand how food policy implementation works.

The actors who demonstrate social acuity are identified as individuals who understand their ideas, motives, and concerns in implementing food policy. At the extension level, some actors state that comprehensive mapping is needed to implement the Sustainable Food Yard (P2L) program so that the types of commodities produced are by the climatic conditions in the region. This is so that the process of utilizing yard land through P2L can achieve high productivity. On the other hand, regarding the accessibility of people experiencing poverty in Bone District, some actors suggest that the reality of aid has not been on target and that efforts must be made in empowering activities. The actors understand this by analyzing the actual condition of the

community, thus allowing the definition of problems that cause the implementation of food policy for people experiencing poverty in Bone District not to be optimal. However, this indication is not found at all levels of actors; some other actors focus on their respective roles and functions, meaning that they have yet to show an energetic role in trying to understand the causality of suboptimal implementation of food policies for people experiencing poverty.

Given that the reality of policy implementation is relative, the implementor's preference must be oriented towards recognizing the context in which the policy is implemented. Therefore, policy instruments should function to direct implementors to actions that affect the effectiveness of policy implementation or critical awareness of existing realities. That way, implementors gain an understanding of how policy implementation should work. As in all human business ventures, opportunities must be recognized before exploitation for future profit (Mintrom and Norman, 2009). The social understanding shown by actors triggers the exploitation of opportunities that can be utilized to improve the performance of food policy implementation for people experiencing poverty in Bone District.

The aspect of social acumen in *policy entrepreneurship* provides an understanding that effectiveness will come with accurate knowledge, as there is no accurate treatment if the diagnosis results are wrong; if this is wrong, it has implications for worsening the situation. The implementation of a particular policy is something concrete in reality. Therefore, people who want to change the system need to understand accurately how the system works, thus creating a solid collective understanding among agents in seeing a problem or reality that certainly affects the process of defining the problem realistically.

After displaying social understanding, as policy entrepreneurship, they define the problem realistically; this relates to diagnosing symptoms that occur in policy implementation so that the creation of solutions to policy implementation problems can be oriented to positive trends. This is to prove that problems in implementing food policy become urgent and can attract the attention of policy objects (the community) and other potential parties involved in implementing food policy. Therefore, it is necessary to define the problem accurately and based on the actual conditions in the community to provide a clear and adequate picture related to the obstacles that arise in implementing food policy. Based on the results of interviews and observations related to the role of actors in defining the problem, the following information was obtained:

Table 3. Defining the Problem

Stakeholder	Defining the Problem
Coordinator of the Agricultural Rescue Agency	1. There is a tendency to rely on BLT (Direct cash transfer)
	2. A limited number of extension workers
	3. Disintegration of poverty data
	4. Help has not been on target
	5. The tendency of people not to work
	6. Budget constraints
Village head	7. Not yet maximized KWT
	8. Disintegration of poverty data
	9. Dilemmatic condition of the authority of the village head
Farmer Group	10. Lack of public awareness
	11. The public is not interested
	12. Unclear market problems

Source: Data Reduction, 2023

The table shows the definition of problems at the level of subjective stakeholder actors. This is a logical implication of the diversity of characteristics of each region consisting of complex interactions between stakeholders, so the definition of problems for food policy

implementation also varies. In addition, in the beneficiary dimension (community), there is a tendency for people to depend on Direct Cash Transfer (BLT), which results in a lack of participation in empowerment programs. Differences also influence the preferences of each agency unit, which acts as a sub-system in implementing food policies for the poor and limited resources owned. However, the problem that appears and dominates at the actor level is the disintegration of data, where there are differences in poverty data and reality, so implementors find it challenging to identify poor people.

These challenges are highly complex and tend to be wicked problems. This understanding aligns with the concept explained by Mintrom (2009) that in the policy field, such problems always have many attributes, and the definition of problems influences how actors or individuals associate specific problems with their interests. Therefore, defining a problem can be considered a political action that requires social acumen and skills in conflict management and negotiation, as expressed by (Fisher Roger, 1991). Although every problem raised impacts efforts to optimize the implementation of food policy, as actors who seek to encourage policy performance improvement, it can involve presenting evidence that shows that problems have occurred (Nelson, 1984). This is done by highlighting the failure of current policy performance (Baumgartner, Frank R., 1993). However, some actors have yet to see steps towards consensus in defining the problem due to the actors' low ability to improvise in utilizing discretion so that efforts to define the problem could be more active.

Some actors at the lower levels are aware of the problem. Still, they are limited in intervening in this regard; in reality, there is a situation of discretion where they need the authority to act because, structurally, the division of labour has been regulated by the agency in charge of handling it. So, they are in a dilemma whether to violate the rules or try to find strategic alternatives to solving the problems that occur. The definition of existing problems has yet to be present due to the accumulation of shared preferences at the stakeholder level. However, indications of policy entrepreneurship are found in several roles of actors.

After defining the problem, the next step in policy entrepreneurship is to build a team. An individual who is often a driver of change. Their advantage lies in their ability to take the initiative in improving the implementation of food policies for people experiencing poverty. First, they have the discretion to optimize the implementation of the policy. Second, they can leverage their personal and professional networks to improve the implementation of food policies for people experiencing poverty. Therefore, to build a team of stakeholder actors involved in efforts to find other policy entrepreneurship partners. They seek individuals with different knowledge and skills to provide mutual support to improve policy implementation performance. (Meier, 1995). Information related to the role of team building in stakeholder actors is obtained as follows:

Table 4. Team Building

Stakeholder	Role
Coordinator of the Agricultural Rescue Agency	1. Maximized through synergy between extension workers and between OPDs
	2. Directing villages to form peasant women's groups
	3. Build harmonious relationships with extension workers and other actors
Village head	4. Establish coordination to obtain valid information
	5. Partnering to form industries based on village potential
Farmer Group	6. Extension escorts significantly affect the increase in productivity of KWT
	7. KWT members work together to carry out breeding and planting independently

Source: Data Reduction, 2023

The table illustrates the process of building teams by stakeholders in implementing food policies for people experiencing poverty in Bone District; this is done by optimizing cooperation between extension workers, regional apparatus organizations, and farmer groups.

Some actors only show the process of optimizing synergies between stakeholders through optimizing the performance of each sub-system. On the other hand, indications of policy entrepreneurship are identified in the role of actors who show activity to find other potential actors in improving the performance of food policy implementation for people experiencing poverty. This activity is carried out by submitting proposals to Bank Indonesia to facilitate the creation of the breadfruit chip industry because breadfruit commodities are the leading region. In addition, actors who tried to find a place to distribute the results of community yard land use by forming vegetable banks were also found. The initiative meets the community's needs, where the productivity level is high, but the distribution container needs improvement. This initiative gives significance to food accessibility for people experiencing poverty and even provides economic value, namely, providing people with additional income. Actors carry out these initiatives by utilizing their networks to find other potential actors outside the government. In contrast, actors who focus on optimizing the role of stakeholders utilize their professional networks to intervene to improve the performance of food policy implementation for people experiencing poverty in Bone District.

To create effective collaboration, the role of stakeholders is indispensable to encourage teamwork and collaboration. This encouragement includes inspiring team, coalition, or organizational spirit, informing them of potential wins, recognizing their contributions, and celebrating shared achievements (Barry Z. Posner & James M. Kauzes, 1993). Therefore, policy entrepreneurship is critical in overcoming sectoral ego problems and leading program planning. This happens because policy entrepreneurship facilitates the dialectical process and actualizes it collaboratively. Thus, decision-making results from resource accumulation among stakeholder actors in the food policy implementation. In the context of team building, policy entrepreneurship is actively looking for other potential actors who can join the team to work collaboratively. This configuration places *policy entrepreneurship* actors acting like politicians involved in *logrolling*, namely assisting in one context to get equal replies in another context (Mintrom, 2019; Carrubba & Volden, 2000). Actors identified in team building activities can be classified as discretionary utilization, where they go beyond the constraints of the rules to create innovative actions that impact the implementation of food policies for people experiencing poverty.

In addition to team building, leading by example has a significant influence on policy implementation, especially related to the ability of influence demonstrated by policy implementers to drive optimal action from each stakeholder involved while strengthening the credibility of these actors. Related to the role of stakeholders in the implementation of food policy for people experiencing poverty in Bone District, the following information was obtained:

Table 5. Lead by Example

Stakeholder	Role
Coordinator of the Agricultural Rescue Agency	1. Conducting training in villages 2. Assisting farmer groups 3. Make visits to absorb the aspirations of the community related to their needs.
Village head	4. The village government takes part in every positive activity for the village. 5. Fight for poverty data validation 6. Conducting training on empowering the poor

Farmer Group	<ol style="list-style-type: none"> 7. KWT seeks to involve people with low incomes to earn income 8. The village head intervened in the community to use the yard land
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Source: Data Reduction, 2023

Every actor strives to build credibility, and some actors at the agricultural extension level show indications of leading by example. This involves activities such as training, mentoring, and visits, which help them understand the aspirations and needs of the community. These efforts increased their credibility, reflected in the community's positive response to their role. Field findings show that actors who adopt a leading-by-example approach have a more significant impact compared to actors who do not adopt a similar approach. This finding is by the provisions of the Minister of Agriculture Regulation No. 82/Permentan/OT.140/8/2013 of 2016, which emphasizes that the growth of farmer groups should be carried out in a participatory manner by considering the farmers' aspirations. This is so that farmer groups can grow by having a sense of belonging, leadership attitude, and high management and entrepreneurial abilities among their members. Thus, the existence of farmer groups can develop and survive as independent agribusiness-oriented organizations (Novayanti Sophia Rukmana, Alwi, 2020)

The results of this study reveal how shortcomings in the implementation of food policy can be managed and oriented towards positive trends. This is influenced by the actions of actors who constantly seize opportunities. Therefore, the involvement of entrepreneurship policy significantly impacts improvements through innovations introduced by these actors to increase food availability and accessibility for people experiencing poverty in Bone District. In the aspect of team building and leadership that sets an example, it is emphasized that networking skills are a must. The thinking system gained from social acumen and problem definition becomes the basis for developing networking skills. This ability is closely related to leadership and managerial functions, where the network is not only formed and expanded but also serves as the basis for achieving goals more significant than the scope of the network itself. In other words, the network is directed and managed so that it becomes the main driver in improving policy performance (Fadillah Putra, 2012).

The nature of public administration is systems thinking; if a country desires to generate innovation and entrepreneurial spirit through its bureaucracy, then it should have a holistic view of the entire ecosystem that affects the dynamics of public life. Innovation requires a process of learning and hard effort focused on achieving goals effectively and efficiently. Therefore, applying innovation will not succeed in a nation lacking enthusiasm and an enormous bureaucracy (Forouharfar, 2016). This is also illustrated in the research results, where actors experience dilemmatic situations, so improvised actions tend to be challenging to realize; a fat bureaucratic structure causes this and tends to be Rule-Based.

For active involvement in entrepreneurship policy to be realized, they need to be supported by a bureaucratic system that encourages the spirit of entrepreneurship, namely the entrepreneurial bureaucracy. The main characteristics of the entrepreneurial bureaucracy involve innovative decisions (Brainware), facilities, and reliable government equipment resources (hardware), as well as a commitment to a managerial philosophy that focuses on entrepreneurship and innovation in public management (Software) (Forouharfar, 2016). In other words, government bureaucracy should be managed similarly to how entrepreneurs manage their business organizations. Every part of the bureaucracy must be free to take initiative or be decentralized (Fadillah Putra, 2012).

Conclusion

The food policy implementation for people experiencing poverty in Bone District is carried out through the distribution of food aid arranged according to technical instructions and community

empowerment by utilizing yard land. This approach aims to improve food accessibility for the community, especially those who fall into the poor category. The results of field observations show that the initiative and ability of implementors to innovate provide the community with added value from using yard land, especially from an economic perspective. Because the production from the yard is often sold, and extension workers facilitate the distribution process to the market. This study concluded that the participation of stakeholder actors who showed indications of policy entrepreneurship turned out to have a significant impact on efforts to improve the performance of food policy implementation for people experiencing poverty in Bone District. The way they engage can be explained through discretionary features as a manifestation of the role of policy entrepreneurship. Their ability to demonstrate social acumen, define problems realistically, and build a foundation for actors to find potential actors, both inside and outside government, is then manifested in concrete actions, where networks are not only formed and expanded but also serve as a basis for achieving goals more significant than the scope of the network itself.

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