



Strengthening household food security through the program Pekarangan Pangan Lestari in Indonesia

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Abstract

This study aims to analyze the implementation process of the Program Pekarangan Pangan Lestari (P2L) program in Baban Village, Sumenep Regency, in accordance with Minister of Agriculture Regulation No. 02 of 2024. This study utilizes George C. Edward III's implementation model, focusing on the variables of communication, resources, disposition, and bureaucratic structure, to identify the factors that support and inhibit this policy. This study uses a qualitative case study approach. Data were collected through in-depth interviews with key informants from the Food Security and Agriculture Agency, the Agricultural Extension Center (BPP), the Village Government, and the Kelompok Wanita Tani (KWT), supplemented by direct observation and documentation. The results indicate that four primary dynamics significantly influence implementation. First, effective communication is achieved through the role of the BPP as a 'technical translator' that bridges formal policies with practical needs. Second, regarding resources, although funding from the central government is sufficient, the program's success depends on the social capital of the group to overcome local constraints, particularly the availability of time. Third, the uniformly positive disposition of all actors acted as a strong catalyst for the program. Fourth, the bureaucratic structure proved effective due to a hybrid system in which informal coordination networks reinforced the formal framework, thereby successfully preventing fragmentation. The main supporting factor was a harmonious positive disposition, while the main inhibiting factor was the limited availability of local human resources (time).

Keywords: Implementation, public policy, Program Pekarangan Pangan Lestari (P2L), food security, Edward III Model

Introduction

Food security is one of the global issues that continues to evolve in line with the increase in the world's population and changes in environmental conditions. In recent decades, the world has faced increasingly complex challenges in meeting the food needs of its entire population. According to a report from the FAO (Food and Agriculture Organization), around 820 million people worldwide still suffer from hunger and malnutrition in 2023, indicating that the challenge of food security is far from being resolved. According to the journal, climate change, land degradation, and urbanization are significant factors that impact food production and distribution in various countries, resulting in severe consequences for global food access and public health. This problem not only affects public health but also global economic and social stability.

Indonesia, as a developing country with a large population, faces complex food security challenges. According to data from the Central Statistics Agency (BPS), in 2024, around 9.22% of Indonesia's total population will still be living below the poverty line, which will have a direct impact on their access to sufficient and nutritious food. Food distribution in Indonesia remains concentrated in major producing regions, such as Java and Sumatra, while access in remote areas, including Papua and Nusa Tenggara, is often limited. The National Food Agency (BPN) also noted that the national Food Security Index (IKP) showed fluctuations, with an average IKP value of 66.5 in 2023, indicating that challenges remain in achieving optimal food security.

The Food Security Agency (BKP) has implemented the Sustainable Food Households program (KRPL) from 2010 to 2019 through the Center for Consumption Diversification and Food Security. Since 2020, KRPL activities have been transformed into Program Pekarangan Pangan Lestari (P2L) to expand the scope of benefits and land use. The P2L program aims to increase food availability, access, and utilization in order to strengthen household food security, aligning with the government's initiative to address priority areas and reduce stunting rates. This initiative utilizes idle land, unproductive vacant land, and yards as food sources to meet household nutritional needs and is market-oriented to increase family income.

However, the transition and implementation of the P2L program did not run smoothly without challenges. Learning from the experience of previous empowerment programs, implementation at the field level often faces various potential obstacles. These challenges can include resource aspects (budget adequacy and the quality of assistants), communication aspects (the clarity of technical instructions for the general public), and disposition or commitment aspects of the implementers and the target groups themselves.

This program has been implemented in various regions with varying results. For example, in Bulota Village, Telaga Jaya Subdistrict, Gorontalo Regency, research indicates that P2L has successfully increased the income of farming households, although the economic impact is relatively modest.

Table 1: Contribution of the Sustainable Food Garden Program to the Income of Rice Farming Households in Bulota Village, Telaga Jaya District, Gorontalo Regency, 2022

| Contribution Table | | | | |
|---|--------------|-----|-------------------------|-------|
| Contribution to Rice Farming Household Income (%) | | | | |
| Farmer Group | Rice Farming | P2L | Non-Agricultural Sector | Total |
| Bulota Jaya II | 40 | 5 | 55 | 100 |

The impact of the Program (P2L) on the income of rice farming households in Bulota Jaya II is still relatively small compared to the income generated from rice cultivation activities. This is due to the substantial income farmers obtain through rice cultivation and several non-agricultural businesses. As a result, the impact of the P2L program is generally minimal.

Additionally, in Padang City, an evaluation of the P2L Program showed high effectiveness, with an overall effectiveness score of 94.79%. This suggests that the program can run effectively if supported by strong socialization and community involvement.

This study aims first to analyze the implementation of the Sustainable Food Garden Program (P2L) in Baban Village, to improve local food security. This overview includes the process of communicating the program from the government to the community, the involvement and readiness of human resources, the attitudes of implementers towards the program, and the bureaucratic structure that supports the implementation of P2L. Through these objectives, the study aims to describe the actual conditions in the field regarding the program's implementation and the level of understanding among the community and farmer groups participating in the program.

Second, analyze the factors that influence the effectiveness of the P2L Program implementation in Baban Village based on Edward III's theoretical approach. This analysis focuses on four main aspects: communication, human resources, implementer disposition, and bureaucratic structure. This objective includes an assessment of the obstacles encountered, such as the lack of training for the community and disparities in the distribution of assistance among farmer groups, as well as supporting factors that can increase the program's success in achieving sustainable food security at the local level.

This study has theoretical contributions, which are expected to strengthen policy implementation theory, particularly in relation to Edward III's framework on public policy efficacy. This theory posits that the efficacy of policy implementation is determined by four primary factors: communication, resources, disposition, and bureaucratic structure. This study aims to improve understanding of Edward III's ideas within the framework of the Program Pekarangan Pangan Lestari (P2L) at the local level, particularly in Baban Village. This study serves as a reference for similar studies that discuss the efficacy of policy implementation in enhancing food security and community empowerment in villages.

Practical Benefits: The findings of this study can serve as a valuable source of evaluation for the government, particularly relevant agencies such as the Ministry of Agriculture, in implementing the P2L Program in various villages. The results of this study can explain the challenges faced and ways to improve the effectiveness of the program at the local level. The findings of this study are expected to provide policymakers with a framework for developing food security initiatives that align with community needs, thereby enhancing the effectiveness of the bureaucratic system and resource allocation to ensure fair and sustainable implementation across all levels of society.

Literature Review

According to Mustari (2015) [23], public policy is a manifestation of government authority that serves to regulate its interactions with elements of society and the business world. Conceptually, a policy is a principle or chosen course of action that serves as a reference for the decision-making process. The primary objective of every policy issued by the government is to maintain social order and promote public welfare. Therefore, the starting point for every policy formulation is the existence of a clearly defined problem, so that the implementation of the policy can function as a mechanism to address relevant social issues.

Robert Eyeston (1971:18) defines public policy in macro terms as the relationship between a government unit and its environment. However, this definition is considered imprecise and ambiguous because its overly broad scope has the potential to encompass a wide range of government interactions, thereby obscuring the essence of policy itself. Another definition of public policy is provided by Thomas R. Dye (2004) [29], who states that "Public policy refers to all decisions made by the government, whether to act or not to act in a matter." "Public policy can be understood as a series of actions that have legitimacy and are binding, which are systematically designed to achieve specific goals in response to a problem, with implications that have a broad impact on the environment..." (Chandler & Plano, 1988) in Setijaningrum (2017) [31].

The process of implementing public policy generally refers to various models that serve as a framework for its design. The application of policies based on these models will inherently have an impact on all elements involved, both from the bureaucracy and the community.

According to Matland (Hamdi, 2014), the literature on policy implementation can generally be classified into two main approaches, namely the top-down approach and the bottom-up approach. The first approach, top-down, views policy designers as central actors and focuses its analysis on macro-level factors or variables. In contrast, the second approach, bottom-up, emphasizes the role of target groups and service providers at the implementation level, focusing more on the study of micro-level variables.

As a synthesis of the two previous approaches, a third school of thought emerged that sought to combine top-down and bottom-up perspectives by paying primary attention to the aspects of ambiguity and conflict in the policy implementation process. This combined perspective resulted in four implementation paradigms distinguished based on the interaction of these two aspects, consisting of administrative implementation (occurring when conflict and ambiguity are low), political implementation (high conflict, low ambiguity), symbolic implementation (high conflict and ambiguity), and experimental implementation (low conflict, high ambiguity).

Method

1. Research Design

This study employs a qualitative approach to provide a descriptive overview of the progress in policy implementation. Specifically, the policy implementation under focus in this study is related to the food security

sector through the program Pekarangan Pangan Lestari (P2L), with analysis based on PERMENTAN No. 02 of 2024.

2. Research Scope

The scope of this research is specifically limited to maintain focus and depth of analysis. In terms of material, this research focuses on the implementation process of the program Pekarangan Pangan Lestari (P2L), rather than evaluating its impact or outcomes. In terms of regulations, this research uses PERMENTAN No. 02 of 2024 as the main policy framework for analysis.

3. Research Location

This research is located in Baban Village, a village with great potential for developing community-based food security programs. Baban Village was chosen as the research location because of its social, economic, and geographical characteristics that support the use of yard space for local food production. This location is relevant for observing the implementation of the program Pekarangan Pangan Lestari (P2L) because most of the community has large yard areas and an interest in farming activities, which aligns with the objectives of the P2L program.

4. Research Focus

This study focuses on the implementation of the program Pekarangan Pangan Lestari (P2L) in Baban Village, aiming to enhance local food security. The primary focus of the study is to understand and analyze the factors that influence the success of the program's implementation, based on Edward III's policy implementation theory.

5. Research Data Types and Sources

5.1 Primary Data

Primary data is information collected directly from sources in the field. In the context of this study, the data were sourced from face-to-face interviews in the research area.

5.2 Secondary Data

Supporting information refers to data that is not directly collected, but instead obtained from relevant institutions in the form of records or files compiled by third parties. For this study, the information was obtained by searching various documentation, archival collections, and published reports considered necessary as supplementary research material.

6. Research Informants

Rukajat in Marbun (2021) [17] states that an informant can be defined as an individual who is the target of dialogue for gathering information and who has a deep understanding of the subject under observation. In a study, this figure serves as the leading source of various essential information needed throughout the research process. Meanwhile, Moleong (1989) views the informant as a figure whose knowledge is explored to explain the situation and context surrounding a study. This individual is expected to be willing to present factual data and personal views to support the research.

Informants in this study include: Head of the Food Security and Agriculture Office of Sumenep Regency, as the person responsible for policy at the regency level. Coordinator of the Gapura Subdistrict Agricultural Extension Center as the technical coordinator at the subdistrict level. Field Agricultural Extension Workers of the Gapura Subdistrict Agricultural Extension Center as direct technical assistants in the field. Head of Baban Village, Gapura Subdistrict, as the protector, person responsible for governance, and program facilitator at the village level. The Head of the An-Najmi Women's Group in Baban Village, Gapura Subdistrict, is the leader of the implementing group at the grassroots level. The community of Baban Village, Gapura Subdistrict, represents the views of the community around the program location.

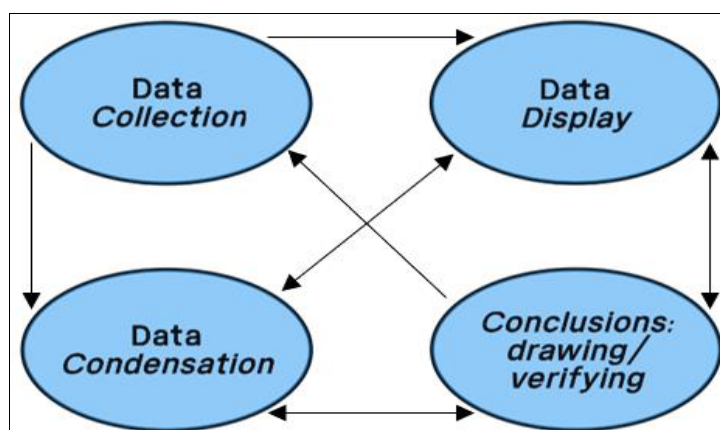
7. Data Collection Techniques

In-depth Interviews

Face-to-face dialogue is a method of gathering information through interaction sessions between the researcher and the informant, where the approach applied in this study is directed or guided. That is, the interaction session is based on a series of questions that have been prepared in advance in a guide relevant to the research topic. In practice, the researcher will hold face-to-face meetings with a select group of informants to conduct these guided dialogue sessions.

8. Data Analysis Techniques

According to Miles and Huberman (1984), activities in qualitative data analysis are carried out interactively and continuously until the data are saturated. The absence of new data or information indicates the measure of data saturation. Activities in analysis include data reduction, data display, and conclusion drawing/verification.



Source: Miles, Huberman, & Saldana (2014) [18]. **Qualitative data analysis: A methods sourcebook** (3rd ed.).

Fig 3: Data Analysis Components

Miles and Huberman's data analysis has three stages, namely

1. Data Collection

Data can be collected through interviews, observations, and the collection of various documents grouped according to the research topic. Furthermore, the data is reinforced and further detailed through a process of review and additional research.

2. Data Condensation

Data condensation refers to the process of selecting, focusing, simplifying, abstracting, and transforming data to make it more concise and understandable.

3. Data Display

In the analysis phase, the initial information that has been collected will be summarized into a more systematic and organized format; this procedure, which utilizes various approaches such as selection, summarization, grouping, and labeling, aims to enable the researcher to gain deeper insights and discover the motives or common threads contained therein. Furthermore, the phase of presenting the processed information is a crucial step in qualitative methodology that requires high capability and experience from the researcher, because the presentation format must be specifically designed to answer the main objectives and issues raised in the research.

4. Drawing conclusions and verification

The researcher then interprets and reviews the summarized information to produce an inference or synthesis regarding the subject matter of the study; this activity includes identifying various motifs that arise from the set of descriptions, linking these motifs to the main research questions, and relating them to the conceptual framework or relevant literature. The formulated inferences then need to be validated, one of which is through triangulation that utilizes various methods or sources of information to ensure the accuracy of the findings; this validation phase plays a crucial role in qualitative methodology because it ensures that the conclusions are genuinely based on evidence and are accurate in a broader scope.

Results and Discussion

1. Geographical and Administrative Conditions

Baban Village is one of the villages located in the Gapura Subdistrict administrative area, Sumenep Regency, East Java Province. Geographically, this village is located in the eastern part of Madura Island, with coordinates of approximately -7.0043513 South Latitude and 113.9244584 East Longitude. Baban Village is situated at an elevation of approximately 9 meters above sea level, characterized by relatively flat topography. These geographical conditions facilitate the development of basic infrastructure, supporting agricultural activities and residential areas that are primarily dependent on the agricultural sector.

2. Implementation of Food Security Policy through the program Pekarangan Pangan Lestari (P2L) in Baban Village, Gapura Subdistrict, Sumenep Regency

In implementing the program Pekarangan Pangan Lestari (P2L), the government, through Regulation of the Minister of Agriculture of the Republic of Indonesia Number 02 of

2024 and the allocation of Non-Physical Special Allocation Funds (DAK), encourages innovation in the use of sustainable food gardens as a response to the challenge of food security at the household level. The P2L Program is designed to cover activities ranging from the cultivation of various crops to post-harvest management and meeting family nutritional needs, particularly in efforts to reduce stunting rates. This program aims to facilitate household access to diverse, nutritious, balanced, and safe food (B2SA), as well as to increase family food independence.

The following is a presentation of data collected by researchers through interviews, documentation, and observation related to the implementation of the program Pekarangan Pangan Lestari (P2L) in Baban Village, Sumenep Regency:

3. Communication

Communication is a fundamental variable that, according to George C. Edward III, plays a crucial role in determining the success or failure of a policy implementation process. Communication in this context is understood not only as a means of disseminating information, but also as a process of transmitting policy directives that must be fully understood and received by implementers in the field. Effective communication is vital not only for policy implementers but also for policy makers to ensure that policy objectives are achieved.

According to Edward III, policy implementation will be effective if the implementers have a clear understanding of what they are supposed to do. This can be achieved through a communication process that meets three main requirements: transmission, clarity, and consistency. Sound transmission ensures that information from the top level (central or regional) reaches implementers at the lower level (villages and community groups). Meanwhile, clarity relates to the extent to which policy instructions can be understood without causing ambiguity or multiple interpretations. Consistency requires that the orders or policy information conveyed are consistent and not contradictory.

The policy socialization process is an integral part of practical transmission efforts, whereby policy information is comprehensively conveyed to all parties involved. Therefore, to establish harmony between policymakers and implementers, every policy that has been formulated must be communicated accurately, consistently, and clearly to the target implementers.

Disposition, or the attitude of policy implementers, is the third variable in Edward III's model that has important consequences for effective implementation. This variable refers to the nature, character, and commitment of implementers in carrying out their duties. When implementers have a good disposition—such as supporting policy objectives and showing a high level of commitment to implementing them—it is likely that implementation will proceed as expected. Conversely, if implementers are negative or resistant, implementation will face serious obstacles, regardless of the clarity of communication or the availability of resources.

The attitude and commitment of bureaucratic actors, from the district to village levels, are the primary foundation driving the implementation of the P2L program. The Food Security and Agriculture Agency has demonstrated a strong internal commitment to the sustainability of this program. This commitment is manifested through continuous

monitoring and evaluation, both online and through direct visits. Moreover, the Agency views P2L as a strategic long-term solution. He stated:

The Sumenep District Food Security and Agriculture Agency considers the Sustainable Food Garden Program to have great potential as a long-term solution to household food security issues P2L is also considered strategic in efforts to reduce stunting rates because it can provide nutritious food at the household level on a sustainable basis. At the technical assistance level, the Gapura Subdistrict BPP also showed a very positive response and attitude. The extension workers at the BPP effectively collaborated to implement the program. Mrs. Indah Sulistiyowati, one of the extension workers, stated that they helped each other in assisting. The BPP also felt that this program was very much in line with the spirit of local food security, particularly because of its specific goal of addressing stunted growth. She said:

"Yes, in my opinion, this is very, very good, very supportive in motivating them. Because it is indeed directed at stunting, for the needs of children with stunting."

Similar support also came from the Village Secretary of Baban Village. The Village Secretary considered this policy to be very important and beneficial, especially for empowering women in the village and providing additional food sources. Regarding long-term commitment, he emphasized:

"The village's commitment, God willing, is there. We realize that programs such as P2L cannot be completed in just one year. It requires continuity and capacity building for the group."

Positive dispositions come not only from bureaucratic officials, but also from the direct target group (KWT) and the surrounding community. Members of the An-Najmi KWT show very high personal motivation and extraordinary collective enthusiasm. This program is considered capable of realizing their desire to have productive yards. Karyawati, one of the KWT administrators, said:

"Very [motivated]. Because at first, I didn't just have a dream of wanting to have a yard at home. With the existence of this program and my participation in KWT, thank God, it's been amazing and very helpful."

This enthusiasm was felt by all members of the group, who were described as very united and enthusiastic in every activity. They stated in unison:

"Enthusiastic, very enthusiastic. We are also united. Whenever there is an activity at the demonstration plot, all members are present and work together, sir."

Supporting and Hindering Factors of Food Security Policy through the program Pekarangan Pangan Lestari (P2L) in Baban Village, Gapura District, Sumenep Regency.

Supporting factors refer to elements or conditions that facilitate and encourage the effective implementation of the P2L program. From the perspective of the Food Security and Agriculture Agency, it explains that a sustainable strengthening strategy is a major supporting factor from an institutional perspective. He stated:

"As a step forward, the agency will continue to encourage the development and expansion of the benefits of the P2L program, especially in areas surrounding previous recipients."

Furthermore, the Head of the Agency mentioned that the strengthening strategy will be executed through existing assistance mechanisms. He added:

"This strategy is accompanied by strengthened socialization and ongoing assistance through agricultural extension workers, both directly and through social media owned by the Agricultural Extension Center (BPP)."

At the field level, the Gapura Subdistrict BPP sees the potential for program development as a key supporting factor for future sustainability. BPP representatives provided recommendations that also serve as supporting factors:

"As for future assistance... perhaps in the past, P2L had something called development. Maybe later, usually these activities will be followed up with further development efforts... Right now, there isn't any, just P2L activities and no development activities."

Meanwhile, from the perspective of the direct implementers, KWT An-Najmi, the main supporting factor comes from within the group itself, namely social capital in the form of solidarity and a culture of collaboration. The KWT management explained:

"The obstacle is that some of us are working... But, fortunately, thank God, we are very united. So, if one person can't do something, we understand each other."

Furthermore, he added that networking and cooperation with other groups also serve as supporting factors that facilitate the program's implementation. He said:

"In my case, there happens to be a group that started before ours. So, sometimes they ask for cooperation... sharing harvests or seeds... so we help each other out."

4. Implementation of Food Security Policy through the Sustainable Food Garden Program

The data collected from interviews with all informants regarding the Communication variable was then condensed to identify patterns and main themes. From this process, two central patterns were identified: first, the existence of a hybrid communication model that combines formal directives (technical guidelines) with the mediating role of the BPP as a technical 'translator'. Second, the effectiveness of message transmission is greatly supported by the use of responsive informal communication channels, such as WhatsApp groups and personal visits.

For the Resource variable, the collected data were condensed to identify themes related to resource availability and management. The central theme that emerged was the paradox between the adequacy of programmatic resources from the center and the limitations of local contextual resources. Core resources, such as the Non-Physical DAK budget and facility packages, were considered very adequate; however, local resources, including the time of KWT members and budget allocations from villages, presented significant challenges.

The data condensation process on the Disposition variable yielded a single, powerful central theme: the existence of positive attitudes and high commitment from all actors involved. No significant resistance or rejection was found. The commitment of the bureaucracy was based on a common understanding of the program's strategic objectives. At the same time, the enthusiasm of the target group was intrinsic because the program was perceived as responding to their personal aspirations.

Data on the bureaucratic structure after condensation shows that P2L implementation is carried out through a hybrid structure. On the one hand, there is a formal structure regulated in the Technical Guidelines, which covers both vertical and horizontal coordination flows. On the other

hand, this structure is strengthened and made more effective by informal mechanisms that have grown organically in the field, such as the use of WhatsApp groups and the personal involvement of village officials.

Supporting and Hindering Factors of Food Security Policy through the program Pekarangan Pangan Lestari (P2L) in Baban Village, Gapura District, Sumenep Regency.

5. Supporting Factors

The implementation of the program Pekarangan Pangan Lestari (P2L) in Baban Village was driven by the synergy of several fundamental supporting factors, which originated from various implementation variables. The most essential supporting factor was the positive disposition of all actors. The study's findings demonstrate the Office's strategic commitment, professional support from the BPP, proactive facilitation from the Village Government, and intrinsic enthusiasm from KWT An-Najmi. This alignment of attitudes creates a highly conducive ecosystem, serving as the primary driving force that enables actors to collaborate effectively and overcome various obstacles that arise.

The next significant supporting factor is the combination of adequate programmatic resources and an adaptive bureaucratic structure. The availability of non-physical DAK funds, which were assessed as "very adequate" by KWT, provided substantial initial capital and eliminated financial barriers at the initiation stage. The model of direct fund distribution to groups also empowered KWT and increased their sense of ownership. This resource strength is then executed through an effective hybrid bureaucratic structure, where the formal framework of the Technical Guidelines is supported by highly fluid and responsive informal coordination mechanisms, such as WhatsApp groups and personal engagement between actors, which successfully prevent fragmentation.

Finally, the role of BPP as a technical 'translator' is a critical supporting factor. The existence of PPL, which not only conveys technical guidelines literally but also translates them into contextual cultivation practices, serves as a bridge connecting macro policies with micro realities in the field. The PPL's ability to provide technical solutions based on their professional knowledge, rather than just rigid SOPs, ensures that the program can be adapted to the soil conditions, climate, and capacity of KWT members. Without this knowledge bridge, existing resources may not be optimally utilized, and high disposition may be eroded by frustration due to technical failures.

6. Inhibiting Factors

Although implementation proceeded smoothly, this study identified several operational and contextual challenges at the local level. The main obstacle was the limited availability of local resources, particularly in terms of human resources. The time constraints faced by KWT members, most of whom have other jobs, as well as the limited number of personnel at the village government level, are structural obstacles that necessitate additional management and personal sacrifice. The lack of a specific budget allocation from the Village Fund is also a factor hindering the program's sustainability and future development, resulting in a high dependence on funds from the central government.

The second inhibiting factor is the gap in technical and administrative understanding between policymakers and

grassroots implementers. As identified by the Agency, farmers' and KWT members' understanding of modern cultivation techniques and administrative record-keeping in accordance with technical guidelines is still limited. This gap creates a significant workload for PPLs, as they are the sole source of validation and technical guidance. This high dependence on one or two PPLs is a vulnerability in the implementation system.

Third, the implementation of this program faces vulnerabilities stemming from dependence on external and informal factors. Although informal mechanisms such as group cohesion and coordination via WhatsApp provide solutions, their non-institutionalized nature makes them vulnerable to change. For example, if internal conflicts arise or key figures, such as the village secretary, are no longer involved, these effective informal mechanisms could weaken. In addition, dependence on natural resources, such as access to water, which is not yet fully guaranteed, is also a latent inhibiting factor that could threaten the long-term sustainability of the program.

Based on the presentation of data and discussion of the results of research on the implementation of the program Pekarangan Pangan Lestari (P2L) policy based on Regulation of the Minister of Agriculture of the Republic of Indonesia Number 02 of 2024 in Baban Village, Gapura District, Sumenep Regency, which was analyzed using George C. Edward III's implementation theory framework, the conclusions that can be drawn from this study are as follows:

The implementation of the program Pekarangan Pangan Lestari (P2L) policy in Baban Village was carried out through a synergistic hybrid implementation model. This model is characterized by a combination of a formal top-down policy framework from the government, along with bottom-up adaptation, mediation, and strong commitment mechanisms from local actors. The success of the implementation process is not determined by a single variable, but rather by the dynamic interaction between four mutually reinforcing variables.

This process began with effective policy communication, in which the clarity of formal instructions from the Technical Guidelines (Juknis) was successfully "translated" into practical actions by the BPP as a mediating actor. This clarity is then supported by programmatic resources from the center (Non-Physical DAK and facilities), which are perceived as sufficient by the target group. However, these resources from the center can only be optimally utilized due to the existence of intangible resources at the local level, namely social capital in the form of solidarity and time commitment from KWT members who can mitigate their personal resource limitations.

Two other variables, disposition and bureaucratic structure, function as catalysts and lubricants in the overall process. The positive and harmonious disposition of all actors, from the local government agency to the women's group, creates a conducive environment and eliminates potential resistance. Meanwhile, the existing bureaucratic structure is not rigid, but somewhat flexible, thanks to the strengthening of informal coordination networks (such as WhatsApp groups and the personal involvement of village officials), which have proven capable of preventing fragmentation and accelerating problem-solving. Thus, the implementation of P2L in Baban Village is a successful process due to the synergy between formal policy directives and the adaptive

capacity and substantial social capital of the implementers in the field.

Based on the analysis of the four variables, the main supporting factors for implementing the P2L Program in Baban Village are multidimensional, encompassing social, institutional, and resource aspects. The most fundamental supporting factor is the positive disposition of all actors. The strategic commitment of the Office, professional support from the BPP, facilitation from the Village Government, and high enthusiasm from the KWT create an extraordinary synergy that becomes the main driving force behind the program's success.

The second supporting factor is the adequacy of programmatic resources from the center. The Non-Physical DAK budget, which is considered very adequate, along with the comprehensive package of facilities and infrastructure assistance, provides substantial initial capital for KWT to start activities without significant financial or material obstacles. The direct fund distribution model is also a supporting factor because it gives the group a sense of ownership and autonomy.

The third supporting factor is a hybrid and adaptive bureaucratic structure. The combination of a formal coordination framework with highly effective informal mechanisms (such as WhatsApp groups and the personal involvement of the village secretary) has successfully prevented fragmentation and ensured rapid communication and problem-solving. The role of "translators" played by PPL has also been a crucial supporting factor in bridging the policy understanding gap.

The obstacles to implementing P2L in Baban Village are generally not fatal, but somewhat operational challenges at the local level that require attention and ongoing management. The first obstacle is limited contextual resources. This includes the limited time available to KWT members and village officials due to their other primary activities, as well as the lack of a specific budget allocation from the village, which makes the program's sustainability vulnerable.

The second obstacle is the gap in technical understanding. Although communication is generally good, a "semantic gap" still exists between the formal language in the technical guidelines and the practical understanding at the KWT level. This places a significant burden on PPL as the sole source of technical translation, which can be a weak point if PPL is unavailable or lacks expertise.

The third obstacle is dependence on external resources and natural conditions. Dependence on water sources owned by residents, for example, indicates the potential for conflict or obstacles in the future. Although this was not a significant problem during the study, it is a latent obstacle that needs to be anticipated. Overall, these obstacles did not halt the program because they were mitigated by strong supporting factors, particularly the group's disposition and social capital.

Based on the conclusions and analysis described above, several critical and constructive suggestions are proposed for improving the implementation of the policy Based on Regulation of the Minister of Agriculture of the Republic of Indonesia Number 02 of 2024 concerning Technical Guidelines for the Use of Non-Physical Special Allocation Funds for Food Security and Agriculture for the 2024 Fiscal Year in Baban Village in the future, addressed to various relevant parties:

Research findings show that successful communication is highly dependent on the role of PPL as "translators" between formal technical guidelines and practical needs in the field. This dependence on personal expertise is a vulnerability. Therefore, it is recommended that the Food Security and Agriculture Agency institutionalize this role. This can be done by developing and distributing more practical communication materials, such as infographics, short video tutorials, or pocket-sized cultivation guides written in simple language. These materials can serve as "practical SOPs" that complement formal technical guidelines, thereby reducing the burden on PPL as the sole source of technical translation and ensuring consistency of messages across all program locations.

Although the initial resources from Non-Physical DAK are adequate, this study identifies potential fragility in program sustainability due to the lack of budget allocation from villages. To address this, it is recommended that the Ministry of Agriculture and related agencies design a "sustainability transition scheme" that becomes a mandatory part of the Technical Guidelines. This scheme could require special facilitation sessions at the end of the program, led by the BPP and the Village Government. The aim is to develop a post-program work plan for KWT, including identifying potential integration into the RPDs/APBDes or developing productive business units that can collaborate with BUMDes.

7. Recommendations Related to Disposition Variables: Developing Motivation Management Strategies

A high level of positive disposition is the greatest asset in implementing P2L in Baban Village, but this enthusiasm risks diminishing over time. To maintain and manage this intangible asset, it is recommended that the Food Security and Agriculture Agency and the BPP implement a sustainable "motivation management strategy" that is. This can be achieved by creating a post-program agenda that provides new challenges and recognition for KWT, for example, through the regular organization of competitions or awards for "Best KWT P2L" at the district level. Additionally, making successful KWTs, such as An-Najmi's "ambassadors" or mentors for new groups, can provide a sense of pride and new goals that keep their enthusiasm alive.

This study proves that informal mechanisms (such as WhatsApp groups and the personal involvement of the village secretary) significantly increase the effectiveness of formal bureaucratic structures. Therefore, it is recommended that the village government and agencies not ignore these informal networks, but rather recognize and strengthen them. At the village level, the Village Government can issue a Decree (SK) to formalize the P2L working team involving PPL and KWT elements, giving legitimacy to their coordinating role. At the Agency level, minimal operational support can be allocated for these informal coordination activities, as recognition that effective bureaucratic processes do not always run through rigid correspondence channels.

The main supporting factor in this study is the positive synergy of all actors. To capitalize on this success, it is recommended that the Food Security and Agriculture Agency officially designate the An-Najmi Women's Group in Baban Village as a Center of Excellence or pilot location for the P2L program in Sumenep Regency. Baban Village

can serve as a comparative study site and training ground for other KWTs that will start similar programs. Thus, the supporting factors will not only remain as research findings but will be transformed into strategic assets for the replication and expansion of the program's impact.

The main obstacle identified is the limited time resources available to KWT members. To address this issue practically, it is recommended that the Gapura Subdistrict BPP, as a technical assistant, introduce appropriate agricultural technologies that focus on time and labor efficiency. Examples include the introduction of a simple drip irrigation system to reduce the burden of daily watering, or the selection of vegetable varieties with a faster harvest cycle that require minimal care. Technological interventions such as these directly address the real constraints faced by KWT members and can significantly increase their productivity.

This research is a single-case study at a location that demonstrates successful implementation. For the advancement of knowledge, it is recommended that future researchers: (a) Conduct a comparative study, comparing the implementation of P2L in villages with high social capital (such as Baban Village) with villages with lower social capital, to examine the role of disposition and group cohesion variables critically. (b) Conduct a longitudinal study to re-examine KWT An-Najmi 2-3 years after the program ends, assessing the actual level of program sustainability and identifying the determining factors for long-term success following intervention.

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