



Policy Entrepreneurship Analysis In Public Policy Implementation (Case Study: The Role Of Street Level Bureaucracy In Food Policy Implementation For The Poor In Bone District)

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Abstract

This study aims to explore elements of policy entrepreneurship in the role of street level bureaucracy in the implementation of food policy for the poor in Bone district. This study uses a descriptive qualitative approach with observation, interview and documentation methods in analyzing how policy entrepreneurship is indicated on the role of street level bureaucracy in the implementation of food policy for the poor in Bone district. The results of this study conclude that the role of street level bureaucracy plays an important role in influencing how the implementation of food policies for the poor is optimized. The social acumen of the street level bureaucracy, the process of defining problems, building teams and leading by real examples can be strategic steps for optimal implementation of food policies for the poor. This configuration can be illustrated in the use of discretionary features at the street level bureaucracy which is used to act as policy entrepreneurship.

Keywords: Street Level Bureaucracy, Policy Entrepreneurship, Food Policy Implementation, Poverty

INTRODUCTION

Public policy is one dimension in the discipline of public administration that today focuses on how a policy always evolves towards achieving the expected goals. Among them through the Policy entrepreneurship approach popularized by Kingdon 1989, Mintrom 2009, he introduced policy entrepreneurship as a theoretical concept about the role of individuals in policy change, where this concept seeks to explore policy change by changing the status quo into an innovation. (Mintrom & Norman, 2009; Kingdon 1989) suggests that policy entrepreneurship is an individual or group actor who is innovative and works energetically in influencing a policy, they actively make efforts to influence a policy by exploiting opportunities, investing resources in the form of money, expertise even if necessary they risk their reputation to achieve policy goals. Their existence can be found inside as well as outside the government.

Street level bureaucrats are one of the government actors who have a strategic position in manifesting a policy to its object, because they are employees who interact directly with the community in policy implementation so that in carrying out their roles and functions they have massive interaction intensity to the policy object, this allows street level bureaucracy Have social acumen and define problems objectively to a particular policy context. In addition, they have the advantage of having discretion that they can use to understand how a policy is translated to its object. Furthermore (Michael Lipsky, 2010) explained that the behavior of bureaucracy level street is influenced by norms, culture of the community in which they work. They are the main actors in policy implementation.

Based on this understanding, the role of street level bureaucracy can trigger feedback to give birth to an innovation that can have a significant impact on the implementation of certain policies. Therefore, the elaboration of street level bureaucracy and policy entrepreneurship is an interesting approach in explaining how a policy should work, especially at the stage of policy implementation where effective or not a policy implementation can be identified.

The agricultural sector is one of the crucial issues because food is a basic need for the community and also supports the Indonesian economy in terms of meeting domestic industrial and food needs, agricultural development aims to increase agricultural output, encourage exports, increase farmers' incomes, create jobs, and encourage equal economic opportunities. Indonesia's national economy is still highly dependent on the agricultural sector. As a country that crowns itself as an agricultural country, it certainly has a large area of food production land and is able to realize food security for its people. But in fact this still seems not optimal, this can be seen from food imports carried out even though food production is experiencing a surplus. This phenomenon indicates that there is still a need for government intervention through food policy. Furthermore, this seems to have an impact on the poor, where poverty in Indonesia is still dominated by rural areas with a rate of 12.36% as of September 2022 (Alta, Aditya & B, 2023.) The agricultural sector has an important link with poverty, according to the World Bank that as much as 50% of the agricultural sector contributes to the reduction of rural poverty. Therefore, if the food sector experiences unstable conditions in the implementation of food policy, it can trigger slow poverty alleviation efforts in poor category areas in Indonesia. Likewise with Bone regency where people whose per capita expenditure is <500,000 rupiah are still at 23.40% (Central Bureau of Statistics Bone Regency, 2023).

Bone Regency is a food producing area in South Sulawesi. According to data from BPS (Central Statistics Agency) 2019, the rice harvest area in Bone district contributed 15% of the rice harvest area in South Sulawesi which reached 1,162,754 ha. But even so, the productivity of these food crops fluctuated in the 2016-2018 period. This phenomenon is caused by land use change, the availability of fertilizer for farmers and crop failure. Thus, to anticipate this phenomenon, efforts are still needed to optimize government policies (Alwi, 2022). Then this also certainly has an impact on the poor in Bone Regency which is known according to BPS data the poor population in Bone Regency shows a percentage of 10.68% in 2020, this means that there are 10% of poor people in Bone Regency who are threatened by food fluctuations. The problem of poverty in Bone district can make a small number of poor people unable to buy food at increasingly expensive prices. In addition, economic inequality can also lead to disparities between richer and poorer groups of people in access to food. Therefore, the implementation of the policy needs to be optimized as stated in (Law No. 18, 2012) that the government is obliged to meet basic human needs that provide benefits fairly, equitably, and sustainably based on Food Sovereignty, Food Self-Sufficiency, and Food Security.

As a strategic step, the role of street level bureaucracy policy entrepreneurship is one of the steps that can be applied in efforts to optimize food policy in Bone District. But before that, the role of street level bureaucracy as policy entrepreneurship must meet the qualifications of the four elements of policy entrepreneurship. The first displays social acumen related to how street level bureaucracy understands their ideas, motives and concerns about the context of implementing food policies for the poor and responds effectively to them. In this case, an effective response is the result of activities to recognize how the reality of food policy implementation performance for the poor so that the inhibiting factors that have not been optimal policy performance can be identified, as in many human endeavors, that opportunities must be recognized before they are exploited. Second, defining the problem, this aspect is closely related to the process of displaying social acuity previously described, because defining concrete problems is obtained from social acumen, where social acumen is exploited and then used as an opportunity so as to give birth to a realistic problem definition. This relates to the act of constructing arguments that show that there are crucial problems that cause the suboptimal implementation of food policies for the poor in Bone district by presenting evidence that problems have occurred. Effective problem definition is needed to influence the actors involved interested in highlighting the problem. Third, build a team that deals with how implementors utilize their personal and professional networks to optimize the performance of food policy implementation for the poor.

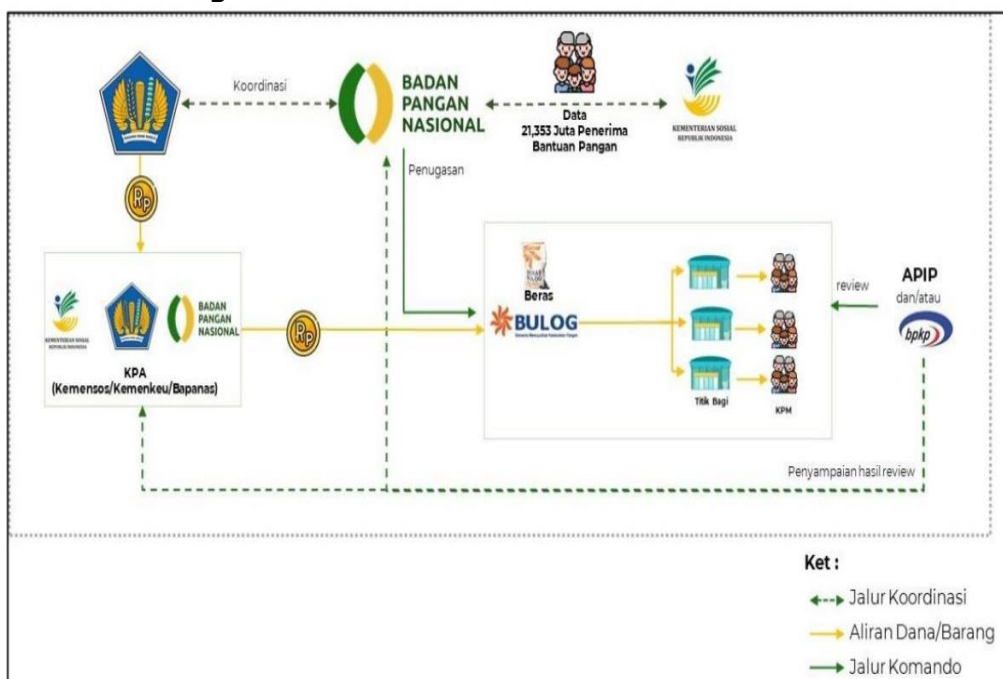
In this regard, policy entrepreneurship actors realize that their network of contacts is a repository of skills and knowledge that can be leveraged to support their mission. Individuals are often drivers of change but their strength does not come from their own ideas but instead they realize that their strength essentially comes from the ability to work effectively with others. Working effectively with others is an activity of actors seeking to find other potential actors with different abilities and capabilities who are able to offer mutual support in optimizing policy performance (Meier, 1995; Mintrom, 2000; Robert & King, 1996). The last is to lead by example, this aspect is related to the friendliness and credibility of policy entrepreneurship actors. In leading by example, they take an idea and turn it into action, which signifies their sincere commitment to optimizing the implementation of food policies for the poor. thus credibility becomes a force to encourage optimal policy implementation performance (Kotter, 1996; Quinn, 2000).

Based on this description, this study will attempt to analyze the elements of policy entrepreneurship on the role of street level bureaucracy in the implementation of food policy for the poor in Bone district, which includes social acumen possessed by street level bureaucracy in an effort to influence policy implementation, the process of defining problems carried out by street level bureaucracy on food policy, how the street level bureaucracy builds a team in influencing food policy and how the street level bureaucracy leads by example in the implementation of food policy for the poor in Bone district.

RESULTS AND DISCUSSION

Food policy is a policy that complexly involves many stakeholders so that the public policy process tends to seem wicked problem. As employees who interact directly with food policy objects, understanding street level bureaucracy is needed to influence the optimization of food policy implementation for the poor in Bone District. In general, ensuring food accessibility for poor people in Bone district is carried out with several activity programs, first through monitoring food prices in the market with the aim of ensuring food is available at affordable prices, second community empowerment through sustainable food yards (P2L) which refers to P2L technical guidelines (Ministry of Agriculture, 2021) and the third through the provision of government food reserve assistance referring to the Decree of the Head of the National Food Agency of the Republic of Indonesia Number 71/KS.03.03/K/2023 concerning Technical Guidelines for the Distribution of Government Food Reserves for the Provision of Food Assistance in 2023, the following is the model of the technical guidance scheme:

Figure 4.1. CBP distribution scheme for food aid



Source : (National Food Agency Regulation, 2023).

Referring to figure 4.1, it can be seen that the food security agency is the leading sector in the implementation of food policies towards the poor. In implementing the policy, street level bureaucracy identified are agricultural extension workers and village heads. The results of observations and interviews show that the spearhead of the food security office to interact directly with the community (Street level bureaucracy) is the Agricultural Extension Agency. Based on observations and interviews with street level bureaucracy in three sub-districts in Bone district, namely Barebbo District, Tellu Siattinge District and Ulaweng District, it shows that in these three areas not all actors are indicated as policy entrepreneurship, but some others can be categorized as policy entrepreneurship, this is based on elements Policy entrepreneurship is analyzed on their role in each region in the implementation of food policy towards the poor.

Social Acuity

The role of the street level bureaucracy, which incidentally is the spearhead of the food security agency and the agriculture office, has a heavy burden, because in addition to providing agricultural extension services, they are also required to work to contribute to poverty alleviation efforts in Bone district. In dealing with this, altruistic attitudes, awareness, understanding of the role played and understanding of the situation in the scope of their work area are needed so that the actions taken are in accordance with what is needed in society. Street level bureaucracy that shows social acuity utilizes its discretion feature to try to understand the shortcomings of food policy performance in Bone district. Street level bureaucracy sensitivity in understanding ideas, motives and concerns for the community as policy objects can trigger awareness of problems experienced in the field, especially at the stage of food policy implementation where the effective role of implementing actors is needed. The following are the results of data reduction on the role of street level bureaucracy in the implementation of food policy for the poor in Bone district.

Table 2, Street Level Bureaucracy Social Acuity in Food Policy Implementation for the Poor in Bone District.

Coordinator of the Agricultural Extension Agency	<ol style="list-style-type: none"> 1. Aid to the poor has not been on target 2. Gradual increase in agricultural production 3. Empowering the poor 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 areas that do not have KWT 7. Some KWT know that the poor are prioritized to join the group 8. The importance of encouragement to work for the poor

Source : Data Reduction, 2023

Based on table 2, it can be explained that in Bone district, several extension workers and village heads are aware of the potential and problems of food policy implementation in their respective regions, this is influenced by the use of discretionary opportunities to try to find causes and consequences of food policy implementation performance has not been optimal. Furthermore, to display social acumen, street-level bureaucracy actors must blend in with the public and other involved actors and have good relationships with them (Kingdon 1984/1995; Mintrom & Vegari, 1998: Rabe, 2004; Mintrom & Norman, 2009). The results of this study show that street level bureaucracy actors who display social acumen can influence discussions regarding what actions are ideal to take in response to problems that occur. For example, in the context of food policy implementation in Bone district, one of the difficult factors of food accessibility for the poor is the lack of motivation to work or it could be that people work as farmers but to distribute their production there is no one to facilitate, these problems require holistic assessment to find the definition of the problem and how possible actions are taken to solve it the matter. There are three important things in understanding entrepreneurship, namely seizing opportunities, innovation and growth (Robbins, 2002). Actors can be said to have an entrepreneurial spirit, if

they always follow the trends and developments of the environment that others do not highlight (Alwi, 2018). The results of observations and interviews in the field show that street level bureaucracy that has sensitivity in implementing food policies for the poor in Bone district and responding effectively to them, will tend to be more successful in determining what problems should be responded to compared to street level bureaucracy actors who do not.

Defining the Problem

Proof that problems in food policy implementation are needed to attract the attention of policy objects (communities) and other potential actors involved in food policy implementation. Therefore, it is necessary to define problems that truly represent the real conditions in society. The following is a table of data reduction in the aspect of defining problems in the role of street level bureaucracy:

Table 3, Defining the Problem of Street Level Bureaucracy Actors in Food Policy Implementation for the Poor in Bone District.

Coordinator of the Agricultural Extension Agency	<ol style="list-style-type: none"> 1. There is a tendency to rely on BLT (Direct cash transfer) 2. Limited number of extension workers 3. Disintegration of poverty data
Village head	<ol style="list-style-type: none"> 4. Help has not been on target 5. The tendency of people not to work 6. Budget constraints 7. Not yet maximized KWT 8. Disintegration of poverty data 9. Dilemmatic condition of the authority of the village head
Farmer Group	<ol style="list-style-type: none"> 10. Lack of public awareness 11. The public is not interested 12. Unclear market problems

Source: Data Reduction, 2023

It can be seen from table 3, Street level bureaucracy in Bone Regency in defining problems has variations based on their respective interpretations, some suggest that the problem lies in the limited number of extension workers to accommodate areas in the vast Bone district, some suggest that there is a disintegration of poverty data, some suggest that there is a tendency for people to depend on direct assistance cash (BLT) etc. Variations in the definition of problems that occur certainly require consensus on what problems must be solved together and what actions will be taken. Although the attributes in defining problems vary, this is in line with what is argued by (Mintrom & Norman, 2009), that problems in the field of policy always have many attributes. The definition of the problem thus, affects how actors/individuals relate a particular problem to their interests. Therefore defining problems is a political action that requires social acumen and skills in conflict management and negotiation (Fisher, Roger, 2011 Heifetz, 1994; Mintrom & Norman, 2009). Although each of the problems raised has an influence in efforts to optimize food policy implementation, as actors who seek to encourage policy performance improvement can involve presenting evidence showing that problems have occurred (Nelson, 1986; Stone, 1997; Mintrom & Norman 2009), highlighting the failure of current policy performance (Baumgartner, Frank R., 1993; Henig, 2008 ; Mintrom & Norman, 2009). Some of the behavior of the role of street level bureaucracy in Bone district is indicated to implement this, this can be seen from political action initiatives, conflict management and negotiations to reach consensus on the issue of food policy implementation, thus triggering the community and the involvement of other actors to highlight the problem of food policy implementation.

Team Building

Policy entrepreneurship at the street level bureaucracy is an individual actor who is often a driver of change. Their strength in this regard, firstly the street level bureaucracy has the discretion / discretion to take the initiative in optimizing the implementation of food policy for the poor, secondly the street level bureaucracy can utilize their personal and professional networks to try to optimize the implementation of food policy for the poor, therefore in an effort to build a team, actors The policy entrepreneurship street level bureaucracy acts to find other policy entrepreneurs with different knowledge and skills who are able to offer mutual support in optimizing policy implementation (Meier, 1995; Mintrom, 2000 ; Roberts & King, 1996; Mintrom

& Norman, 2009). The following is the presentation of data on reducing the role of street level bureaucracy in the implementation of food policy for the poor:

Table 4, The role of street level bureaucracy team building in the implementation of food policy for the mixine community in Bone district:

Coordinator of the Agricultural Extension Agency	1. Maximized through synergy between extension workers and between OPDs 2. Directing villages to form peasant women's groups
Village head	3. Build harmonious relationships with extension workers and other actors 4. Establish coordination to obtain valid information 5. Partnering to form industries based on village potential
Farmer Group	6. Extension escorts greatly 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 above shows the behavior of building a street level bureaucracy team in the implementation of food policy for the poor in Bone district by maximizing synergy between extension workers and between regional apparatus organizations and farmer groups as a forum for community empowerment in increasing food accessibility for the poor in Bone district. In this case, street level bureaucracy that is indicated to implement team building efforts can be identified as extension workers who initiate vegetable bank innovations to facilitate the distribution of community yard production, in the hope that the increased production can be sold and provide economic value for the poor. Efforts to find consumers to buy the produce of community yards are actions that demonstrate team-building actions through the discovery of other actors who can offer mutual support. Although basically the street level bureaucracy in Bone district works in teams within the government, the act of building teams to find other potential actors outside the government actually has a significant impact on the poor. The same thing was also done by the Jompie Village government which took a partnership action with the provincial government to form a breadfruit chip industry in his village, this was done through the Farmer Women Group as the executor of the partnership program. This action shows a systematic step in teamwork, where the village government builds partnerships to form the industry and then directs the farmer women's group to recruit poor people to work in the chip industry and involves extension workers to provide training on how to manage the industry, so that the farmer women's group becomes a forum for community empowerment in the hope that the poor community will be productive and able to issue He is from poverty, so it will facilitate the accessibility of the poor to food.

Lead by example

The activity of leading by example, is an action of the street level bureaucracy to take an idea, and make it a real action, this is necessary so that the street level bureaucracy displays credibility and shows their sincere commitment in efforts to optimize the implementation of food policies for the poor in Bone district. The following table of data reduction results on the role of street level bureaucracy leads by giving examples :

Table 5, The role of the Street Level Bureaucracy leads by example in implementing food policy for the poor in Bone district.

Coordinator of the Agricultural Extension 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 activity that is positive for the village 5. Fight for poverty data validation 6. Conducting training on empowering the poor
Farmer Group	7. KWT seeks to involve the poor in order to earn income 8. The village head intervned in the community to use the yard land

Source: Data Reduction, 2023

The results of observations and interviews in the field show that street level bureaucracy that leads by example is better able to attract public sympathy and awareness to increase knowledge through the use of yard land so that the productivity of community yard land increases, this can be seen from how the intensity of interaction carried out by extension workers and village heads in their respective areas and in fact street level bureaucracy who interact intensely and provide examples of how the land should be used to increase food accessibility for the poor, even provide economic value for the community.

Leading by example does not mean that there is one actor who acts as a leader, but how the actor shows credibility based on their respective capacities. In Bone district, several village governments take part in encouraging increased food productivity for the poor, in the sense of providing support to the community, thus triggering community enthusiasm in utilizing yard land, on the other hand, the village government also allocates 20% of the village fund budget for food security activities. The real form of leading by example can be illustrated through synergy between actors at the street level bureaucracy who optimize their respective tupoksi, and coordinate with each other in the exchange of resources owned between actors, where extension workers play a role in optimizing the development of community yard land use through mentoring and related trainings, and village heads take part in investing resources that Owned to encourage optimization of food policy implementation for the poor, such as participating in absorbing the aspirations of community needs and coordinating them with extension workers and striving to present valid poverty data so that community empowerment efforts through their involvement in farmer women's groups can be right on target, this is also done to intervene in farmer women's groups to prioritize the involvement of poor people in Group.

The results of observations and interviews in the field, show that street level bureaucracy actors who lead by example tend to have a significant impact on efforts to empower the poor through peasant women's groups in Bone district, compared to actors who do not implement it. This is in accordance with the Regulation of the Minister of Agriculture No. 82/Permentan/OT.140/8/2013 of 2016 that the growth of farmer groups is directed by participatory by paying attention to the aspirations of the farmers themselves so that a sense of belonging, leadership attitude, management ability and entrepreneurship grow among their members, so that the presence of farmer groups can be developed and maintained towards an independent agribusiness-oriented organization (Novayanti Sopia Rukmana, Alwi, Gita Susanti, 2020)

The results of this study show that the participation of street level bureaucracy as policy entrepreneurship in the implementation of food policy in Bone district can have a significant impact, especially on the poor in Bone district, because of the social acuity of street level bureaucracy Able to produce planned programs/activities to support the optimization of these policies. Then to translate the idea, policy entrepreneurship defines the problem through argumentative steps that trigger the involvement of policy objects (poor people) to use yard land so that the results of the yard land provide easy accessibility to food and even provide economic value. In addition, defining the problem can also trigger the involvement of other actors at the street level bureaucracy, such as village heads to take part in supporting efforts to optimize the policy.

The element of defining the problem in the participation of street level bureaucracy is an important aspect, because if the ideas obtained from social acumen are not conveyed to the community as beneficiaries or policy objects (the poor), it will also not produce significant results, because after all, the community as an object is the main actor and the government is the facilitator. The participation of street-level bureaucracy in defining problems can be measured by the legitimacy gained from the public as an object of policy, as well as other potential government actors. This relates to how an idea is conveyed to all involved in food policy, especially the poor. Based on observations and interviews, it shows that the role of street level bureaucracy actors in defining problems varies, and what is identified as policy entrepreneurship shows more support from the community and other actors, so that massive community involvement is able to optimize efforts to empower the poor through yard land use programs.

Referring to social acumen and the process of defining the problem being carried out, the next systematic step that is no less important is team building, because this aspect is an effort to involve other potential actors. This is triggered by the awareness of policy entrepreneurship actors on their limited abilities, so it is necessary to involve other actors so that they can be invited to work energetically in collaborative activities to intervene in food policy for the poor in Bone Regency. From observations and interviews in the field, researchers found that some street level bureaucracy actors Those who implement team building measures when compared to actors who do not, of course, have advantages, because the pooling of intellectual resources and so on is a supporting factor in the implementation of a policy.

Last is the aspect of leading by example. Academic literature shows that one of the important instruments in realizing policies / programs is the leadership dimension, because this dimension includes the process of influencing to achieve common goals, in relation to policy entrepreneurship proposed by (Mintrom & Norman 2009), that the element of leading by example is an activity where an idea is taken and applied into real action, which shows the sincere commitment of policy entrepreneurship in optimizing the implementation of food policy for the poor in Bone district. This is necessary so that policy entrepreneurship gains credibility. The results of observations and interviews in the field also show variations in behavior carried out by street level bureaucracy actors. If further examined, these results imply that actors who show altruistic and credible attitudes are better able to influence the optimization of food policies, especially in poor communities in Bone district. In the field, there are street level bureaucracy actors who also apply something similar to what the community does, namely utilizing yard land, although it is only a small action but this is able to motivate the community about the importance of food accessibility to households.

Based on the description above, it can be explained that the important role of street level bureaucracy as policy entrepreneurship in the implementation of food policy for the poor can have a serious impact on the significance of community progress. It comes as a result of street level bureaucracy interactions with communities that demonstrate social acumen, define problems, build teams and lead by example.

CONCLUSION

The implementation of food policy for the poor in Bone district is carried out by providing food assistance arranged through technical guidelines and through empowering communities to use yard land. This aims to bring food accessibility closer to the community, especially the poor. The findings of observations in the field show the added value obtained by the community in utilizing yard land, namely economic value. Because the excess of the production of community yard land is often sold, and for distribution to the market facilitated by extension workers. However, this is not the case in all areas that are the locus of research. Field findings also show that areas whose street level bureaucracy role is identified as policy entrepreneurship greatly support the optimization of food policies for the poor in Bone district. The massive interaction carried out by the street level bureaucracy on the poor makes it more likely to understand the needs of the poor as the object of food policy.

Based on the results of the research described, it can be concluded that the role of street level bureaucracy greatly supports how food policies for the poor are optimally implemented. The social acumen shown by the street level bureaucracy, the process of defining realistic problems, building teams and leading by example, can in fact be a strategic step for optimal implementation of food policies for the poor, The configuration of these strategic steps can be illustrated through the use of discretion, which is used as an opportunity and then exploited by street level bureaucracy actors by acting as policy entrepreneurship.

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