

Implementing Agricultural Food Security Programs in Bandung Regency, Indonesia: An NVivo-Assisted Qualitative Study

Cecep Suarha, Pandji Santosa

Universitas Langlangbuana, Bandung, Indonesia

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ABSTRACT

Agricultural food security has become a strategic policy issue in Bandung Regency, where development pressures, uneven resource distribution, and institutional constraints influence the sustainability of local food systems. This study examines the implementation of the Agricultural Food Security Program and analyzes its supporting factors, constraints, and impacts. A qualitative case study approach was employed, with data collected through in-depth interviews, observations, and document analysis supported by NVivo-assisted coding. The analysis was guided by Edward III's policy implementation model, focusing on communication, resources, bureaucratic structure, and implementer disposition. The findings show that the program has been implemented through formal and informal communication, inter-agency coordination, and the involvement of agricultural extension workers, farmer groups, village governments, and BULOG. However, implementation remains constrained by limited budgets, uneven distribution of agricultural inputs and infrastructure, shortages of extension personnel, administrative complexity, weak inter-institutional coordination, and agricultural land conversion. Despite these challenges, the program contributes to improved agricultural productivity, stronger local food availability, increased community participation, enhanced farmer empowerment, and greater public awareness of balanced nutrition across the region.

Keywords: Agricultural Food Security; Policy Implementation; Bandung Regency

INTRODUCTION

Food security is not merely a production issue. It is a governance issue that links availability, access, utilization, stability, agency, and sustainability within a territorially specific food system (1, 2, 3). In district-level settings, implementation quality becomes decisive because food security policies are translated through local institutions, budgets, extension systems, farmer organizations, and village-level delivery mechanisms (4).

Bandung Regency is strategically important for agricultural production in West Java, yet the study materials document a widening gap between program ambition and local structural pressures. Between 2020 and 2024, harvested paddy area declined from 48,500 ha to 44,800 ha and production fell from 305,000 tons to 285,500 tons, while productivity increased only slightly from 6.29 to 6.37 tons/ha. Over the same period, protected agricultural land (LP2B) declined from 52,000 ha to 50,800 ha, annual land conversion rose from 200 ha to 400 ha, and district budgets for agriculture and food security increased in nominal terms (5, 6). These combined trends suggest that the policy problem extends beyond farm productivity to implementation capacity, land governance, resource targeting, and cross-actor coordination (7).

At the regulatory level, Regional Regulation No. 4 of 2022 on Food Security provides Bandung Regency with a formal framework for planning, food availability, affordability, consumption, reserves, safety, and crisis preparedness (8). However, the uploaded study materials also show continuing problems: uneven distribution of support, administrative burdens for farmers, limited extension coverage, fragmented information systems, and persistent pressure from land conversion and external shocks (9).

Prior studies and program reports cited in the research materials tend to focus on production outcomes, village food initiatives, or partial administrative aspects (10, 11, 12). Few studies examine the district-level implementation of agricultural food security programs in Bandung Regency by combining a policy-

implementation lens with NVivo-assisted qualitative evidence. This article addresses that gap by analyzing how the program is implemented, which actors matter most, and how the implementation process shapes perceived outcomes.

Table 1. Selected contextual indicators of agricultural food security in Bandung Regency (2020–2024)

Indicator	2020	2024	Interpretation
Harvested paddy area (ha)	48,500	44,800	Declined, indicating pressure on the production base.
Paddy production (tons)	305,000	Slightly improved, but not enough to offset land loss.	Declined despite continuing program activity.
Productivity (tons/ha)	6.29	6.37	Slightly improved, but not enough to offset land loss.
Protected agricultural land / LP2B (ha)	52,000	50,800	Protected land contracted over time.
Annual agricultural land conversion (ha/year)	200	400	Land conversion pressure doubled.
Agricultural budget (billion IDR)	145	175	Budget increased, but field actors still reported shortages.
Food security budget (billion IDR)	32	43	Rising commitment did not eliminate implementation gaps.

Source: the district-level production, LP2B, land-conversion, 2025 (5, 6)

These indicators frame the central analytical puzzle of the article: why do district commitments and program activity continue to coexist with declining land-based capacity and uneven program outcomes? The study addresses this question by focusing on implementation rather than on policy design alone.

Food security scholarship has progressively moved from a narrow production focus to a multidimensional understanding that includes access, nutrition, stability, social agency, and environmental sustainability (1, 2, 3, 13). This shift is important for Bandung Regency because the empirical problem is not only how much food is produced, but also how policy is transmitted, how institutions coordinate, how local actors gain access to support, and how the system remains resilient under land, climate, and market pressures (10, 11, 12).

The main analytical lens of this article is the policy implementation model of Edwards III. In this model, implementation effectiveness depends on four interrelated variables: communication, resources, implementer disposition, and bureaucratic structure (14). The model is especially useful for district-level food security analysis because it identifies the operational factors that often explain why formally well-designed policies produce uneven results in practice (15).

Communication refers to the clarity, consistency, and transmission of policy messages to implementing actors and target groups. Resources include budget, personnel, infrastructure, information, and logistical capacity. Implementer disposition concerns commitment, willingness, integrity, and responsiveness among frontline and managerial actors. Bureaucratic structure captures mandates, standard operating procedures, coordination arrangements, and the degree to which organizational fragmentation obstructs or supports implementation (14, 16, 17).

Because food security programs are implemented through multiple agencies and local actors, this article also uses collaborative governance as a supporting perspective. Collaborative governance emphasizes principled engagement, shared motivation, and capacity for joint action across state and non-state actors (18, 19). This perspective does not replace Edwards III; instead, it helps interpret why communication and resources in Bandung Regency are deeply relational and dependent on farmer groups, village institutions, extension officers, and reserve-management actors such as BULOG (12, 20, 21).

Based on the uploaded research materials, the study's contribution lies in three respects. First, it analyzes agricultural food security at the district-program level rather than only at the commodity or village-project level.

Second, it connects classical policy-implementation variables with the actor-relational perspective required in food governance. Third, it uses NVivo visualizations to make the qualitative evidence more transparent and analytically traceable.

METHODS

This article is based on a qualitative case study of agricultural food security program implementation in Bandung Regency, West Java, Indonesia. The case study approach was selected because the research problem concerns process, actor interaction, contextual constraints, and implementation dynamics rather than variable isolation. The qualitative design also enabled the study to examine how formal food security policy is translated into everyday program delivery (22).

Data were collected through semi-structured interviews, field observation, and document analysis. Purposively selected informants included district food security officials, agricultural officials, agricultural extension officers, village government representatives, farmer-group leaders (Gapoktan), farmers, village-owned enterprise actors, and BULOG personnel. This mix of actors was intended to balance policy, delivery, and beneficiary perspectives and to capture both administrative and field-level viewpoints.

Document analysis covered regional regulations, planning documents, district statistical publications, food-security reports, and program records relevant to agricultural food security. Field observation and field notes were used to interpret the operational conditions under which extension, distribution, communication, and support activities took place.

The data were analyzed using an interactive qualitative approach supported by NVivo 12. The coding process moved from open coding to identify initial categories, to axial coding to connect categories, and finally to selective coding to consolidate higher-order themes. NVivo word-frequency queries and matrix coding were then used to visualize dominant terms, actor–dimension relations, and recurring patterns. Triangulation across interviews, observation, and documents was used to improve credibility and reduce overreliance on elite narratives (23).

RESULTS

Summary of main findings

Table 2. Summary of the main findings before the figure-based discussion

Dimension	Empirical finding	Implementation implication
Communication	Policy messages move through Musrenbang, inter-agency meetings, technical guidance, extension visits, farmer-group meetings, and informal digital channels.	Coordination is active, but mid-course changes in technical guidance and uneven comprehension create interpretation gaps.
Resources	Budgets, village funds, inputs, irrigation, machinery, extension services, and BULOG reserves support implementation.	Resource availability improved but remains territorially uneven and insufficient for full coverage.
Bureaucratic structure	Mandates and SOPs are formally defined across district agencies, villages, and reserve-distribution mechanisms.	Formal clarity supports delivery, yet cross-sector overlap and administrative complexity reduce flexibility.
Implementer disposition	District officials, extension officers, and village actors generally support the program and see food security as a local priority.	Commitment strengthens delivery, but credibility depends on supervision, fairness, and accountability.
Perceived impacts	Actors report gains in production, welfare, diet quality, food reserves, and local participation.	Benefits are meaningful but uneven due to weather, market fluctuation, land conversion, and institutional limits.

Table 2 summarizes the main findings, while the following subsections present selected NVivo visualizations showing how the implementation dimensions and perceived impacts were interpreted from the empirical

material.

Overall implementation pattern

The overall NVivo word cloud shows that the most salient terms are program, agriculture, food, field, production, community, communication, coordination, mentoring, and needs. The dominance of these terms indicates that implementation is interpreted by respondents as an operational, field-based process rather than as a purely administrative one. In other words, the program is experienced through farmer-facing activities, technical support, and local coordination. This pattern also suggests that food security in Bandung Regency is mediated by program delivery capacity at the point where district policy meets village institutions and farmer groups (12) (Source: selected NVivo output from coded interview, observation, and document data, 2026)



Figure 1. Overall NVivo word cloud of agricultural food security program implementation in Bandung Regency

Communication among organizations

The communication dimension is strongly associated with farmers, farmer groups, food policy, coordination, extension, technical meetings, and field interaction. Interview materials indicate that district agencies transmit policy goals through Musrenbang, inter-agency coordination meetings, technical guidance, and village-level socialization, while extension officers translate those messages into everyday farmer communication through group meetings, field visits, and WhatsApp groups. This finding reflects the role of communication as both vertical transmission and horizontal translation. It also explains why communication can be active yet still uneven: several respondents noted that changes in technical guidance during implementation required repeated recalibration and did not always reach field actors with the same clarity (12, 20, 21).

From an Edwards III perspective, the central issue is not the absence of communication but the consistency of message delivery. The NVivo output strengthens this interpretation because it places petani, kelompok, penyuluh, teknis, and koordinasi at the center of the communication field, indicating that implementation success depends on how policies are interpreted in farmer-facing settings rather than merely on how they are announced at the district level (14).



Figure 2. NVivo word cloud for the communication dimension

Resources

The resource dimension is dominated by activities, agriculture, production, budget, government, extension, groups, infrastructure, mentoring, and community. This confirms that resource questions in Bandung Regency are both material and organizational. On the one hand, the district increased agricultural and food-security budgets over 2020–2024 and provided seeds, fertilizer, irrigation support, machinery, mentoring, and village-level co-financing. On the other hand, field respondents repeatedly emphasized that support remained uneven, especially across geographically diverse areas, and that one extension officer often had to cover several villages (4, 7, 12).

The visual pattern also demonstrates that resources are tightly coupled with implementation activities rather than existing as a separate background condition. This matters analytically because it shows why rising nominal budgets do not automatically solve delivery problems. Resources must be available in the right place, at the right time, and in a form that is usable for farmers and local implementers. The resource theme therefore combines budget adequacy, infrastructure access, extension capacity, reserve management, and input distribution into one operational field.



Figure 3. NVivo word cloud for the resource dimension

Bureaucratic structure

The bureaucratic-structure word cloud highlights activities, budget, production, agriculture, groups, infrastructure, government, extension, community, and empowerment. These terms indicate that implementation is supported by a recognizable organizational architecture: district agencies have formal mandates, standard operating procedures exist, village institutions are involved, and reserve distribution follows structured administrative channels. Respondents from district agencies reported that these arrangements helped clarify who leads, who supports, and how program activities are organized (15, 16, 17).

However, the same materials also show the limits of formal structure. Program implementation remains vulnerable to cross-sector overlap, procedural rigidity, and burdensome administration for farmers. Extension officers and group leaders often have to simplify procedures, mediate documentation, and adapt standard procedures to local conditions. This means that structure in Bandung Regency is helpful when it provides direction, but it becomes a constraint when it reduces flexibility or generates friction at the field level.



Figure 4. NVivo word cloud for the bureaucratic-structure dimension.

Implementer disposition

The disposition dimension is represented by program, food security, community, agriculture, support, benefits, implementation, monitoring, needs, and evaluation. This pattern suggests that implementers generally approach the program as a legitimate and beneficial public priority. Officials and frontline actors described food security as consistent with district development priorities, while extension officers and village actors framed the program in terms of practical benefit, farmer support, and problem solving (14, 16).

Even so, positive disposition does not remove the need for oversight. The study materials indicate that program trust can weaken when assistance is delayed, when distribution is seen as uneven, or when land-protection objectives conflict with short-term economic pressures. In implementation terms, this means that supportive attitudes are necessary but insufficient; they must be reinforced through monitoring, evaluation, supervision, and a credible sense that the program produces fair and visible benefits.



Figure 5. NVivo word cloud for the implementer-disposition dimension.

Matrix coding: actor salience across implementation dimensions

The matrix coding output shows that implementation is not driven by a single actor. District agricultural agencies, village government, extension officers, farmer groups, and farmers all appear repeatedly across the coding matrix. This confirms the uploaded interview material: food security implementation is a multi-actor process in which formal authority, technical mediation, and grassroots organization are mutually dependent (12, 20, 21).

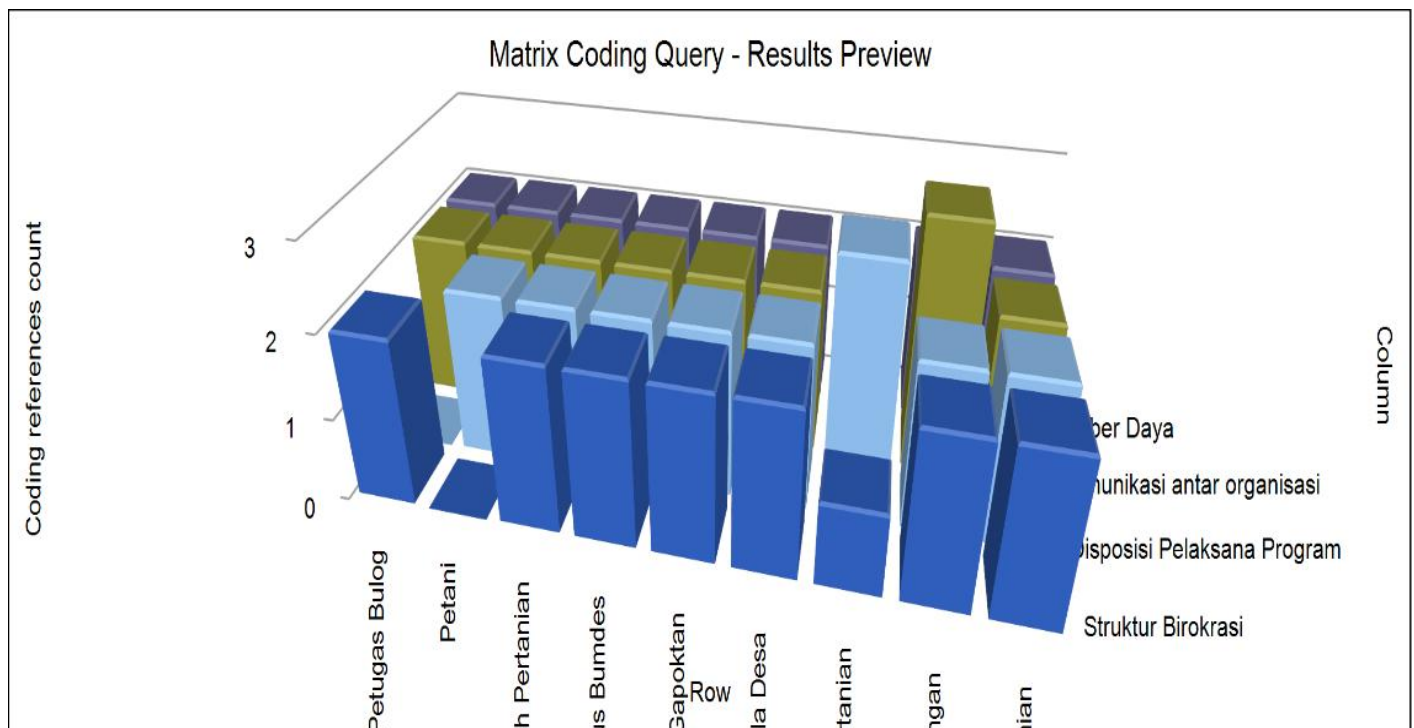


Figure 6. NVivo matrix coding preview for implementation dimensions.

Table 3. NVivo-based synthesis of actor prominence across implementation dimensions

Dimension	Most salient actors	Interpretation
Communication	District government, extension officers, farmer groups	Communication depends on repeated policy translation from agencies to farmers through meetings, field visits, and local networks.
Resources	Government, extension officers, farmers	Operational capacity is shaped by budgets, inputs, infrastructure, extension coverage, and reserve availability.
Bureaucratic structure	Agricultural agency, village government	Formal roles and procedures support delivery, but implementation still requires adaptation and mediation.
Implementer disposition	Extension officers, village apparatus	Frontline commitment and problem-solving attitudes help sustain delivery and public trust.

The matrix reinforces the earlier word clouds: communication and resources are especially prominent because they connect nearly all actors to operational delivery in the field.

Perceived program impacts

Beyond implementation processes, the study materials show several perceived outcomes. Actors linked the program to improved production in better-supported areas, more stable food availability through reserves and distribution coordination, gradual improvements in dietary awareness through B2SA socialization, and stronger local participation through farmer groups and village-level activities. Respondents also connected the program

to welfare gains, particularly when input support and extension were combined with organizational assistance (10, 11, 24).

However, the impacts were repeatedly described as uneven. Benefits differed by location, intensity of mentoring, access to inputs, weather conditions, market fluctuation, and the continuing erosion of protected agricultural land. Environmental benefits were also conditional: respondents associated the program with land protection and more sustainable practice, but they also noted that economic pressure still drives land conversion and conventional input use (5, 6, 8).

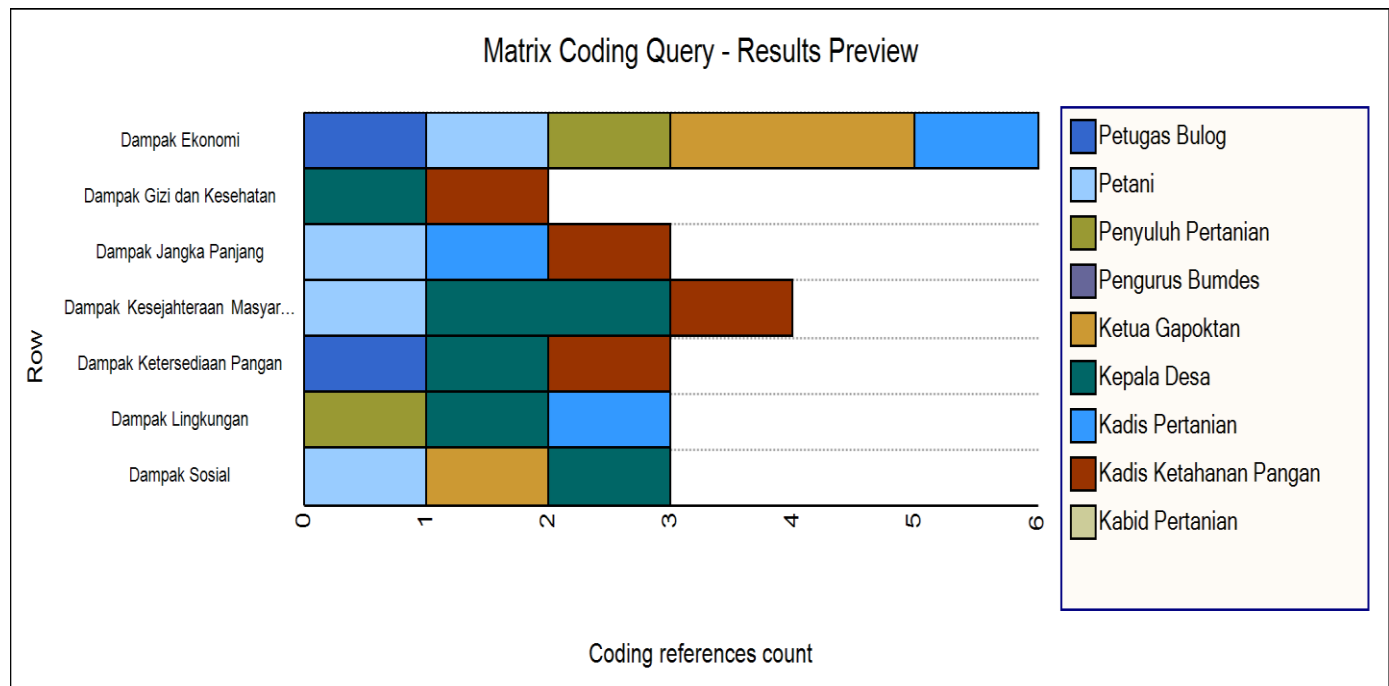


Figure 7. NVivo matrix coding preview for the perceived impacts of program implementation.

The impact matrix indicates that economic effects are the most widely articulated outcome, followed by food availability, welfare, nutrition and health, and social participation. This pattern is important because it shows that district actors still interpret food security primarily through production and livelihood security, even as broader nutritional, environmental, and long-term system effects begin to emerge in the qualitative evidence (1, 2, 3, 13).

DISCUSSION

The results both confirm and extend the direction of earlier food-security research. Previous studies and program reports discussed in the research materials often emphasized production performance, village food initiatives, reserve availability, or food-vulnerability mapping (9, 10, 11, 12, 13, 24). Those studies are useful for showing whether food security conditions are improving or which local initiatives appear promising, but they provide more limited explanation of how district-level implementation actually works across organizations. By contrast, this study demonstrates that implementation effectiveness in Bandung Regency is shaped not by a single program variable, but by the interaction of communication quality, resource sufficiency, implementer commitment, and bureaucratic coordination across agencies, extension workers, village actors, farmer groups, and reserve institutions.

The findings are also consistent with the implementation logic of Edwards III, especially regarding the centrality of message clarity, resource adequacy, implementer disposition, and organizational structure (14). At the same time, the Bandung case adds a stronger collaborative dimension than many administrative implementation studies usually report. The NVivo results show that field implementation depends heavily on cross-actor coordination, informal communication channels, and practical adaptation at the village and farmer-group level. In that respect, the study complements collaborative governance arguments advanced by Emerson and Nabatchi

by showing that joint action in food security is sustained not only by formal arrangements, but also by operational trust, repeated interaction, and actor interdependence under local constraints (12, 18, 19, 20, 21).

Compared with earlier local studies that mainly highlighted successful village initiatives or program outputs, this article offers a broader district-level explanation. It shows why positive outcomes can coexist with uneven implementation: structural pressure from land conversion and unequal access to inputs persists, while administrative and collaborative capacities vary across territories. This makes the Bandung case analytically distinct from studies that interpret food security mainly through production growth or normative policy design (10, 11, 12).

Proposed Novelty Model

The novelty of this study lies in its integrative explanation of agricultural food security program implementation at the regency level. Rather than treating food security only as an issue of output, reserve stock, or local initiative success, the article links district food-governance pressures to implementation dynamics. Empirically, the model starts from structural pressure on agricultural food security, including land conversion, uneven access to production inputs, local institutional variation, and exposure to climate-related disruptions. These pressures shape the environment in which implementation takes place (5, 6, 7, 8, 9, 12).

Within that environment, implementation effectiveness is mediated by the four Edwards III dimensions: communication among organizations, resource adequacy, implementer disposition, and bureaucratic structure. The NVivo evidence shows that these dimensions do not operate independently. Communication affects whether programs are understood consistently; resources determine the depth and coverage of implementation; disposition influences commitment, oversight, and responsiveness; and bureaucratic structure shapes role clarity, procedural flexibility, and coordination. Their interaction determines whether implementation remains fragmented or becomes operationally coherent (14, 18, 19).

Table 4. Proposed novelty model and differentiation from previous studies

Aspect	Typical emphasis in prior studies	Novel contribution of this study
Unit of analysis	Often centered on a commodity, a village initiative, or a single program instrument.	Examines district-level agricultural food security implementation in Bandung Regency as a multi-program governance arena.
Substantive focus	Frequently emphasizes production growth or one intervention stream.	Integrates land protection (LP2B), agricultural support, local distribution, food reserves, and village-level institutional support in one framework.
Analytical lens	Commonly uses an administrative implementation lens without fully tracing actor relations.	Links Edwards III with collaborative governance to explain how coordination, extension networks, villages, farmer groups, BUMDes, and BULOG shape implementation.
Methodological contribution	Qualitative findings are often presented narratively without strong visual traceability.	Uses NVivo word clouds and matrix coding to make theme salience, actor prominence, and interpretive transparency more explicit.
Practical value	Recommendations are often general or transferable only in a limited way.	Produces a contextual policy reading for Bandung Regency, especially on message consistency, equitable resource reach, stronger coordination, and protection of agricultural land.

In practical terms, the proposed novelty model suggests the following sequence: structural pressure on agricultural food security creates implementation demands; multi-actor district programs respond through communication, resources, disposition, and bureaucratic structure; collaborative interaction among agencies, extension workers, village governments, farmer groups, and reserve institutions then translates those conditions into differentiated outcomes. The outcomes observed in Bandung Regency include better production support,

stronger reserve management, welfare benefits, nutrition awareness, and local participation, but also uneven territorial coverage. This post-results placement clarifies the novelty claim by grounding it directly in the empirical findings rather than stating it only at the outset of the article (12, 20, 21).

CONCLUSION

This study shows that agricultural food security program implementation in Bandung Regency is not constrained by the absence of a policy framework. Rather, the main challenge lies in translating a formally established district commitment into implementation that is territorially even, operationally consistent, and socially trusted. The empirical evidence indicates that communication, resources, bureaucratic structure, and implementer disposition remain the core implementation variables, in line with Edwards III's framework.

The NVivo outputs clarify that program implementation is field-oriented and actor-dependent. Extension officers, village actors, local government agencies, and farmer groups function as the practical interface between regulation and delivery. Communication is active but not always consistent; resources are improving but remain uneven; bureaucracy provides formal structure but requires adaptation; and implementer commitment is generally supportive but must be sustained through accountability and fair distribution.

Perceived outcomes are positive but differentiated. The program contributes to production support, reserve stability, welfare, nutrition awareness, and local participation, yet those outcomes remain vulnerable to land conversion, weather instability, price fluctuation, and capacity gaps. For district policy, the implication is clear: food security cannot be strengthened through budget growth alone. It requires better inter-organizational communication, more even territorial resource distribution, adaptive administrative procedures, stronger frontline capacity, and tighter integration among food production, reserves, nutrition, and land protection.

Future policy refinement in Bandung Regency should therefore prioritize four actions: improving message consistency across agencies and field actors, increasing resource coverage in underserved areas, simplifying program administration for farmers, and strengthening accountability while protecting agricultural land from continued conversion. These steps would make implementation more coherent and move the district closer to a sustainable local food security regime.

Declarations

Ethical Approval: This research involved human subjects (informant). Ethical clearance and approval were obtained from the relevant academic and regional research boards prior to data collection. All participants provided informed consent. **Conflict of Interest:** The authors declare that there is no conflict of interest regarding the publication of this paper. **Data Availability:** The datasets generated and analyzed during the current study are available from the corresponding author upon reasonable request.

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