NETWORK EXCHANGE IN THE IMPLEMENTATION OF FOOD DIVERSIFICATION POLICY IN BONE REGENCY

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Abstract
Food diversification policy is an urgent policy in dealing with climate change and diversifying people's food consumption. The purpose of this study was to analyze food diversification policies in Bone Regency.
The research method uses qualitative studies, data sources include primary and secondary. Data collection is done by observation, data collection and documentation stages.
The research results show that the network structure is still dominated by the local government as the leading sector in the implementation of food diversification policies. The network exchange structure shows the government as the main actor with great power so that other stakeholders, namely extension workers and KWTs do not have a balanced position and are participatory. The power relations become the authority of the government by distributing power to the other two stakeholders.
Network exchange relations seen from trust show confidence between actors and the existence of sanctions against rules that are violated.The type of relationship in the phenomenon of network exchange in the implementation of food diversification policies shows an inclusive type
Keywords: Network Exchange, Food Diversification Policy

BACKGROUND

Various studies that have developed in a governance perspective have become a solution to the reality of current public policy implementation requiring the involvement of stakeholders from various public and private organizations. One such study isNetwork studies that look at policy phenomena are known as a policy network concept that is currently developing in order to realize complex policy objectives. This phenomenon is closely related to the fact that current government policy processes tend to involve many stakeholders from the public and private sectors.The main reason is that current public problems are becoming increasingly complex and urgent to adapt new approaches and it is a necessity to do so in order to manage the complexity and diversity of actors involved in a particular policy process.

Public policy implementers are public organizations. In general, organizations look for ways to reduce uncertainty (*Organizational uncertainty*) they face (Levine and White, 1961).

This uncertainty is caused by inability such as limited resources owned by public organizations so that they cannot implement policies on their own (only one organization). This condition requires the organization to carry out an exchange of resources. Thus, the involvement of an organization in a resource exchange relationship with other parties or organizations, this process will be able to facilitate the availability of the resources needed to overcome the scarcity of resources in implementing a policy.

In the context of food policy, the major challenge currently faced by developing countries is the potential for a food crisis in the future. This threat has also hit Indonesia, which is an agrarian country and relies heavily on the agricultural sector to sustain national development. At this time, the level of consumption of rice in Indonesia is the highest compared to other commodities. based on data from the Central Bureau of Statistics for 2018, rice consumption reaches 114.6 kg per capita per year. In 2013, data from the Ministry of Agriculture showsrice consumption of 102 kg per capita. Rice consumption per capita is two times higher than Japan which reaches 50 kg per capita per year, Korea only 40 kg per capita per year and Malaysia and Thailand respectively 70 kg and 80 kg per

capita per year. As a whole, the world's average per capita consumption of rice is only around 60 kg per capita per year.

The high dependence of the Indonesian population on one food commodity is a crucial problem for the government as the organizer of the State andmust be reduced gradually by increasing the consumption and production of other local food ingredients (Erliana, et al, 2011).Central government throughThe Ministry of Agriculture has been trying to encourage local governments to develop potential local food sources, and invites the public to change the mindset that rice is not the only source of carbohydrates, because there are still many local food sources such as tubers, breadfruit, corn, sago and others that have equivalent nutritional value. with rice.

However, so far the central government's efforts have only been limited to encouraging and disseminating food diversification policies without any concrete steps in the form of sustainable and massive national-scale programs. The efforts of the central government that are not optimal have caused almost every region that has local food potential which should be able to encourage diversification of food consumption not to make the food diversification program one of their priorities. Even though this policy has been regulated and mandated in Government Regulation Number 22 of 2009 concerning the Acceleration of Diversification of Local Resource-Based Food Consumption so that it becomes a mandatory matter for the central and regional governments.

The government as a policy implementer is obliged to carry out the mandate of the 1945 Constitution, namely for the welfare of its citizens. The achievement of policy goals where the community is the target group depends on how the government's efforts to formulate, implement and evaluate the performance achievements of a policy. Meanwhile, in fact, the government often experiences complex problems in implementing a policy, so that policy goals are difficult to realize.

The phenomenon of food diversification policy implementation shows that this policy is classified as a complex problem that is difficult to be solved by an individual organization, because it requires joint involvement and contribution by various organizations (Robert, 2000).

Food diversification is one way to achieve food security. Diversification of food consumption is not only an effort to reduce dependence on one type of food but also an effort to improve nutrition in order to get quality human beings and be able to compete in the global arena (Himagizi, 2009).

Diversification or diversification is a way to procure more than one type of goods/commodities consumed. In the food sector, diversification has two meanings, namely food crop diversification and food consumption diversification. Both forms of diversification are still related to efforts to achieve food security. If food crop diversification is related to the technical arrangement of farming patterns, then food consumption diversification will regulate or manage people's consumption patterns in order to meet food needs.

The findings of the problem are related to policies which include several strategic programs implemented by the government. First, the program for the establishment and development of Women Farmer Groups (KWT) where the number of groups and group assistance is limited. Second, the Sustainable Food Home Area Program (KRPL) is assistance in the form of limited food plant seeds and equipment and the majority are vegetable seeds consisting of 9 types of vegetable seeds, while other assistance such as livestock is also limited. Third, the Community Food Barn (LPM) program which aims to prepare food reserves during famine times is still constrained by the construction of limited community food barns.

Another problem that became the findings in this study, the stakeholders (stakeholders) do not show a strong commitment to maximize the achievement of the goals and essence of the policy. Then, there is an imbalance of resources between stakeholders causing the network exchange structure to be dominated by the government. This condition also causes the mechanism and rules of the game of relations between dominant actors to be regulated and dictated by the government. In addition, the great power possessed by the government because of the domination of resources will get a more favorable exchange ratio.

LITERATURE REVIEW

Network Exchanges in Public Administration Perspective

Network exchange is one of the discourses that has not received much attention by academics, scientists and practitioners of public administration. So far, this study has become the concern of scholarsonly on the network approach in the study of public administration science. While the majority of exchange theory is used in the study of sociology.

The development of the current network exchange perspective in the study of public administration today is closely related to the current study of public administration and public policy which tends to involve many actors from the government (state), private sector (private) and society (civil society). Then, the complexity of interactions between actors and the resources of each of them that are exchanged is the main reason that a new approach is needed in order to manage the complexity and diversity of actors involved in a policy process.

The emergence of network exchange discourse is not suddenly born, but because it becomes a solution to the problem of collaboration between actors or increasingly complex inter-organizational relations. The idea of network exchange then becomes the right choice to respond to the phenomenon of the development of contemporary policy processes today where the complexity of the structure, relations and power possessed by actors will determine the direction of policy performance.

This concept believes that power is the main issue for actors in the network. The greater the power or resources possessed by actors, the greater the opportunity to gain a strong position in the network structure and set the direction of cooperation between actors (Cook and Whitmeyer, 1992). In policy phenomena, this interaction involves various actorsfrom the state or non-state in producing a public policy to solve public problems. The complexity of the relationship and interaction between them is a determining factor for the direction and success of the policy. Policy products are the result of the interaction of various actors, both state and non-state, which then give birth to public decisions, programs and interventions that will be carried out to solve public problems. These different background actors form a coalition or network on a particular policy issue and then the interactions between them shape/determine the policy process.

Public policy implementation has a determining role in the success of a program in solving public problems and meeting public needs (Jones, 1984). In line with this, the emergence of increasingly complex problems and environments requires new approaches in policy implementation, especially if a policy in its implementation phase relies on intergovernmental patterns that involve various actors, both individuals and organizations for the success of the policy (O'Toole , 1988). This context shows us that implementation is a complex process.

A policy often faces various obstacles when implemented due to various obstacles such as domination and intervention by actors who have resources, limited resources from actors, and issues of conflict of interest between. When the policy environment requires strengthening of network structures and models of relations between actors or organizations involved in the policy implementation process. So this phenomenon is then said to be a new approach in viewing the policy implementation process. As with network theory and exchange models, it has received great attention from various scientists recently who focus on studying interorganizational implementation (O'Toole, 1995).

Food Diversification Policy

The main objective of Diversifying Food Consumption (food diversification) is to cultivate diverse, nutritious, balanced and safe food consumption patterns for a healthy, active and productive life. Food diversification is very important and urgent, because policies are focused on increasing production and have not considered nutritional adequacy. In addition, the food consumption pattern of the Indonesian population is still not balanced, which is indicated by the high consumption of grains, especially rice; still low consumption of animal food, tubers, and vegetables and fruit; utilization of local food sources such as tubers, corn and sago is still relatively low; the quality of people's food consumption as indicated by the Expected Dietary Pattern (PPH) score still has not reached ideal conditions.

The government has issued Presidential Regulation (Perpres) No. 22 of 2009 concerning the Policy for Accelerating the Diversification of Local Resource-Based Food Consumption. This Presidential Decree mandates that in order to achieve food diversification various efforts are needed in a systematic and

integrated manner. This Presidential Regulation has been followed up, with Regulation of the Minister of Agriculture No. 43 of 2009 concerning the Movement for the Acceleration of Diversification of Food Consumption (P2KP) Based on Local Resources as a more operational reference in its implementation. Implementation of the Perpres and Permentan, the Ministry of Agriculture through the Food Security Agency since 2010 has launched a program to optimize the use of yards through one of the activities to Accelerate Food Consumption Diversification (P2KP) through the Community Food Diversification and Security Enhancement Program to accelerate food diversification and strengthen community food security. This program is in line with the Ministry of Agriculture's four key success targets, one of which is food diversification.

RESEARCH METHODS

This study uses a qualitative approach in which the research is descriptive in nature, namely to know or describe the reality of the events under study, making it easier for the writer to obtain objective data in order to know and understand the phenomenon. Qualitative research is research that aims to understand phenomena about what is experienced by research subjects, for example behavior, perceptions, motivations, actions, etc., holistically (whole) and by means of descriptions in the form of words and language in a specific context that naturally by utilizing various natural methods. (Moleong, 2012).

In this study, the research phenomenon is network exchange in the implementation of food diversification policies in Bone Regency. The implementation of this policy involves various actors such as the regional government of Bone district through the Food Security Service and the Agriculture Service. Then extension workers/assistant and Women Farmer Groups in the district. Various phenomena related to food diversification policies in the district are explained through the perspective of network exchange which includes the dimensions of structure and relations.

Sources of research data include primary data and secondary data, data collection techniques using observation, in-depth interviews and documentation studies. Data analysis used interactive data analysis (Miles et al, 2014).

RESEARCH RESULTS AND DISCUSSION

Food diversification policy is a strategic issue, and has been determined to be a mandatory matter for the central, provincial and district/city governments. The direction of development policy which further emphasizes the importance of food diversification in supporting the development of food security is carried out more seriously so as to reduce people's dependence on the commodity of rice. The world food and financial crisis in 2008 also made it necessary to strengthen food security in Indonesia based on self-sufficiency.

The central government through the Ministry of Agriculture during the current government period was fairly aggressive in promoting food security, one of which was the Food Diversification Policy. This policy targets 2 focuses, namely diversity in the aspects of food crop production and diversity in aspects of people's consumption patterns.

The implementation of this policy places the community as the target group for the policy. Community involvement and participation as subjects and objects is the key to success. This policy should avoid the potential for community dependence, in order to create independence in efforts to produce and consume a variety of foods. The implementation of the food diversification policy in Bone district involves various stakeholders which include the government, agricultural extension workers and farmer women's groups (KWT).

The stakeholders involved exercise each other's "exercising power" as a result of different interests and exchange of resources at the structural level, and establish relationships between them as a logical consequence in the context of network exchange. This happens in order to achieve the policy objective, namely increasing the productivity of food crops and diversifying food consumption.

Network Exchange Structure and Relations in Food Diversification Policy Implementation

Research on the implementation of food diversification policies in Bone Regency was analyzed using network exchange theory. This theory has 2 (two) dimensions consisting of structure and relations. First, the structural dimension consists of configuration of positions and resources (Walker et al, 2000). Furthermore, these two indicators affect the distribution of power in the network exchange

structure. Second, the relationship dimension is influenced by beliefs and sanctions. Based on research on network exchange in the implementation of food diversification policies in the two districts, the results are as follows:

The structural dimension refers to the pattern of relationships between the actors involved and is an important part because it describes the situation of network exchange in the implementation of food diversification policies. The findings of the network exchange research in the implementation of food diversification policies in Bone Regency involve government actors in this case the Food Security Service and the Agriculture Office, agricultural extension workers and Women Farmer Groups (KWT) as community representation which are community based organizations.

Judging from the structure, based on the configuration of positions, the Food Security Service and the Agriculture Service dominate the actor scale compared to the positions of extension workers and KWTs who are participants in the implementation of food diversification policies in Bone Regency. The government is the main actor because the policy originates from and is a government initiative in order to find a solution in solving the problem of dependence on the consumption of the food commodity rice. However, the government cannot work alone, so it requires the active role of other stakeholders, such as extension workers and the community as the target group for the policy. Even though extension workers and KWTs are participants, both of them have an important role in supporting the success of the food diversification policy in Bone Regency.

Then, as the main actors who make food diversification policies and are also responsible for it, the two government representation agencies have strong power because they are the leading sectors in policy implementation. Facts in the field based on interview results show that various decisions related to this policy were decided by the government without the involvement of extension workers and KWTs, therefore both of them only became participants at the implementation level. These conditions indicate that agricultural extension workers and KWTs have weak power so that they do not have the opportunity to intervene in food diversification policies or provide input as they wish.

It is further related to the resources owned by the stakeholders, indicating the fact that the resources in the food diversification policy are dominated by the government. Various forms of resources identified and owned by the government include the following. First, the budget where in the period 2015 - 2018 the Bone district government has allocated a budget of Rp. 1.781.286.050,-. During this time, the largest budget allocated by the government in 2017 reached Rp. 870.835.000,-. Even so, the amount of the budget is still not enough to fund various food diversification programs on a massive basis in all regions in Bone Regency, totaling 327 villages/wards.

Second, the government has knowledge of how food diversification policies are in the form of concepts and technical implementation. This is demonstrated by the various food diversification programs that have been formulated and made technical guidelines in implementing these policies, such as knowledge on how to diversify people's food consumption through the establishment and development of KWT institutions as the initial targets of the policy.

In contrast to extension workers, they have skills and knowledge on how to foster and assist KWT institutions. In addition, extension workers have knowledge about the technical cultivation of food crops in various programs such as the yard utilization program and the Sustainable Food Home Area (KRPL) program. The resources they have are used in network exchanges in the implementation of food diversification policies. The number of agricultural extension personnel in Bone Regency is 316 people but this number is not able to work effectively for food diversification policies. This is due to the concentration of activities of each extension agent not only related to food (food diversification), most of them also focus on plantations etc.

The community, in this case the Women Farmer Group (KWT), which also acts as the target object of the policy, in this case, does not have the resources for network exchange. Initially, farmers did not have the skills and knowledge to carry out group activities, namely cultivating food crops using their yards.

Based on the sub-dimensional configuration of position and resources as explained in the literature, both affect the distribution of power in the context of network exchange. In the study of the implementation of food diversification policies in Bone Regency, it shows that the government plays

an important role and has the authority to distribute power to stakeholders, in this case extension workers and KWTs. As the main actor in the structure, the distribution of power carried out by the Bone district government through the food security service and the agriculture service takes the form of the distribution of resources and the needs of extension workers and KWTs. The needs of extension workers identified in this study are budgetary support for their operational activities and a program to improve the skills of extension workers in order to carry out their role of fostering and assisting KWTs. Meanwhile, KWT, which had no resources from the start, needed resources and needs including a budget, food plant seeds, equipment for planting and harvesting food crops and other needs such as increasing knowledge and ability in carrying out group activities.

CONCLUSION

The network structure is still dominated by the local government as the leading sector in the implementation of food diversification policies. The network exchange structure shows the government as the main actor with great power so that other stakeholders, namely extension workers and KWTs do not have a balanced position and are participatory. The power relations become the authority of the government by distributing power to the other two stakeholders.

Network exchange relations seen from trust show confidence between actors and the existence of sanctions against rules that are violated.The type of relationship in the phenomenon of network exchange in the implementation of food diversification policies shows an inclusive type.

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