Research Article

Exchange Strategy for Implementation Network of the Food Diversification Policy in Indonesia

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Abstract.

The survival of a network organization as a policy implementer depends on the exchange of resources between network actors. Various studies have explained this exchange process, but in this study, was identified as a strategy to improve the performance of the policy. The main objective of this study is to explain the network exchange mechanism as a strategy for the implementation of the food diversification policy in Indonesia. The research method used a qualitative approach and a case study strategy to explain the exchange strategy for the food diversification policy. Data collection used is in-depth interviews and documentation. Data processing and analysis involve data reduction, presentation, and concluding. The results showed that the implementation of food diversification policies was not yet effective. This is caused by the exchange mechanism as a strategy has not been effective either. This is indicated by the exchange conditions of network actors, in the form of demand uncertainty, task complexity, asset specificity, and frequency that have not supported the effective implementation of this policy. The same social mechanisms in the form of restricted access, macro culture, collective sanctions, and reputation have not facilitated the successful implementation of this policy.

Keywords: Food diversification; social mechanisms; exchange strategy

1. Introduction

The complexity of public problems causes the government to face difficulties in various public policies because of limited resources. These limitations include skills, finance, information, facilities and infrastructure. This shows that the government needs the private sector and non-government in the process of solving problems and meeting community needs. This condition no longer allows the government to become the main domain but collaboration between stakeholders in this process 1 The involvement of these other parties in the decision-making process require a network approach. The network approach explains the importance of having other stakeholders from various backgrounds in the decision-making process. The use of all

resources can be found in this approach. The nature of this networkenablesthe-creationofaneffectiveandefficientuseofresourcesinordertoachieveorganizational goals such as in the decision-making process 2. So that the exchange of resources become sapartofit. Katzensteinuses the concept of networking as a generalrelationship between the public and private sectors in policy implementation, while Lehmbruch (1984), uses the term network to link parties to the direction of corporate concentration. Various preferences of experts are the basis for the use of the term network, so it can be concluded that the network concept focuses on the relationship between state and non-state in industry, NGOs, interestgroups, CSOs2.

Mean while, to mainta in the survival of a network organization as the implementer of a very friendly policy exchange of resources between organizations as a network. This occurs because of the limitations of stakeholders in a network organization, thus giving birth to a dependency between network organizations. The dependence between network organizations makes it difficult for them to make decisions, because this is the main function of the Administration. As decision makers or policy makers, the ideas of stakeholders in this network organization need to understand the problems and needs of the public 3because the main objective of public policy is to solve public problems and needs. This con ditionencourages network organizations to implement policies that do not like it, inevitably they can change the direction of cooperation which has a directed and orderly strategy so that the output of a policy is implemented effectively. This strategy also aims to improve the performance of a policy that in volves multi-stakeholder. The general strategy that is often used by network organizations as implementing policies is the exchange process. The exchange process according to Blau regulates most human behavior and underlies relationships between individuals and between groups. Blau imagines four sequential steps, starting from the exchange between proobadi to social structures to social change, namely 1). Exchange, or increased transactions between individuals, 2). Differentiation of status and power leading to. 3). Legitimacy and organizing that spread seeds from. 4). Opposition and change. Blau's concept of exchange emphasizes actions that depend on the reaction of giving gifts from others. People are attracted to each other for various reasons that persuade to build social groups.

Meanwhile, according to Homans, the core exchange process lies in a set of fundamental propositions. Although some of his propositions explain at least two interacting individuals, according to 4he is careful to show that the propositions are based on psychological principles. Although Homans discusses the principles of Psychology, he does not endanger the individual in isolation. He admits that humans are social creatures

and spend part of their time interacting with other humans 5. So this is the reason the exchange occurs. Meanwhile, some literature describes the various strategies used in the exchange process, one of which is the exchange process strategy mechanism as a strategy in network organizations that is useful for determining the effectiveness of an implemented policy. The mechanism referred to is the Exchange condition and social mechanism 3. Where the social mechanism is marked by restricted access, macrocultures, collective sanction and reputation. Meanwhile the exchange condition is marked by demand uncertainty, task complexity, human asset specification, and frequency.

One of the policy-making processes in which network organizations are involved inimplementing the policy and cannot be separated from the exchange process therein is the problem of food. Currently, the government through the Food Law No. 18/2012 has created a food diversification program. Food diversification is an effort to encourage people to vary the staple food consumed so that it does not focus on just one type, namely rice alone. Meanwhile, the high level of dependence on rice as the main source of carbohydrates makes this nation quite vulnerable interms of food sovereignty. Consumption of rice reaches 94.9 kg per capita per year with a total requirement of 29.6 million tons per year. This largeconsumption rate makes Indonesia unable to avoid efforts to import rice. Indeed, rice production is higher than demand, but the government needs imports as a supply to control prices in the market. According to data from the Central Statistics Agency (BPS), rice imports reached 2.25 million tons in 2018. That number increased rapidly from 305.27 thousand in 2017. The realization of rice imports was recorded at 444.5 thousand tons in 2019. The dependence on rice has also become irony in the midstoft heva stwealthof natural resources in this country in the form of various biological sources that produce high carbohydrates. The more we do not depend on one food source, the stronger food security will be.WITA).

Bone Regency is the district with the highest production level in South Sulawesi Province. Bone Regency is one of the rice barns in South Sulawesi Province. Based on the results of the calculation of the 2018 Food Security Index by looking at aspects of food availability, food affordability, and aspects of food utilization based on 9 indicators for the district area. Bone Regency is in the order of 166 with a scoreof 77.17 out of 412 districts in Indonesia.

Meanwhile, in South Sulawesi Province, Bone Regency is in the 10th place out of 24 Regencies. The highest food security index score in South Sulawesi was in the districts of Sidenreng Rappang, Barru and Gowa. This is very in consistent with the fact that the landarea of Bone Regency is 89,700, much higher than the districts of Sidrap, Barruand

Gowa. This shows that the policy making process in realizing the implementation of food diversification policies in Bone Regency is not running effectively so that the presence of other stakeholders in the food problem in Bone Regency is so important, and requires an exchange of resources in order to realize the implementation of an effective and as expected food diversification policy. The stakeholders involved in this study are the Women Farmers Group and Extension. The purpose of this study is to examine how the exchange strategy mechanism in the food diversification policy in Bone Regency using the perspective of the social strategy mechanism is characterized by restricted access, macrocultures, collective sanction and reputation. Meanwhile the exchange condition is marked by demand uncertainty, task complexity, human asset specification, and frequency.

2. Methods

This research method uses aqualitative approach and acase study strategy to explain the network exchange strategy mechanism in the implementation of food diversification policies. Data collection was carried out through in-depth interviews and observations. Data processing and analysis techniques are carried out in three stages, namely: data reduction, presentation and drawing conclusions (Miles and Huberman, 1992). Data are categorized and classified based on similarities and differences and then show certain patterns that explain this strategy. Informants in this study are primary data sources that provide information on conditions and realities and are directly involved in policy implementation. The informants in this study wereas follows : a) Chair of the Women Farmers Group b) sub-districtextension team d) Districtextension team.

3. Results and Discussion

Network exchange strategy mechanisms in network organizations are very important in realizing a policy that has been formulated and mutually agreed upon for the public interest. This happens because of the limited resources owned by each stakeholder so that it can threaten the achievement of policy objectives that will be realized by stakeholders (Novayanti, 2020). This becomes the rationale for stakeholders in network organizations in developing and adapting to deal with any complex and uncertain problems. This network exchange mechanism also occurs in the network organization implementing the food diversification policy in Bone Regency. The following is an

overview of the network exchange mechanism for the implementation of the food diversification policy in Bone Regency

TABLE 1: Table of Network Exchange Strategy Mechanisms in the Implementation of Food Diversification Policies in Bone District.

Dimensi	Sub Dimensi	Tanggapan Informan	
		Kelompok Wanita Tani	**Penyuluh**
Social Mechanism	*restricted access*	Occur	Occur
	Macrocultures	Not	Not
	collective sanction	There is no	There is no
	Reputations	Not yet	Not yet
Exchange Condition	*Demand uncertainty*	No	No
	task complexity	No	No
	human asset specifity	No	No
	frequency	Rarely	Rarely

Source: Data Reduction Results, 2020

The table above illustrates that the network exchange mechanism in implementing the food diversification policy in Bone Regency is not effective. This is illustrated by the indicators of social mechanisms with limited access that still occur both for women's groups and for extension workers. As a result, there are still women farmer groups who have not received assistance or information. The reason is the limited coordination among stakeholders in this policy, namely the number of extension workers who are not comparable to the Women's Farmers Group. The following is a table of the number of well-known extension workers in Bone District:

TABLE 2: Number of extension agents in Bone Regency, 2018.

No	Extension Category	Jumlah
1	PNS Extension	72 People
2	Self-Help Extension	159 People
3	THL-TBPP	87 People
Jumlah		amount

Source: Department of agriculture, food crops and horticulture Bone Regency, 2018

The table above shows that, the number of extension workers was 318 people, divided into district level extension workers and district level extension workers. The number of extension workers was 318, consisting of 72 civil servant extension workers, 159 self -help extension personnel and 87 THL-TBPP extension personnel. This number is not proportional to the number of groups that must be assisted in 27 Districts, namely 187 groups of women farmers spread throughout Bone Regency plus the 369 groups

they have to assist. Whereas ideally one village, one extension worker. However, in reality there is one sub- district and one extension, meanwhile in Bone District there are 372 villages. Meanwhile, self-help cannot be included because it is limited, in terms of honorarium it cannot be paid.

Macrocuture that does not exist in this policy is for the Women Farmers Group and Extension Officers as a network organization because the meeting of the two stakeholders is only limited to the time of mentoring. Then there are also no Collective sanctions because the local government does not apply sanctions when there are violations in the implementation of this policy. Reputation has not been successful. in this policy because the coordination between stakeholders is not running well as a result, the level of malnutrition is still high, and the pattern of national expectations has not been achieved. The following is the data on the number of malnutrition in the last three years and the national expectation pattern for Bone Regency:

TABLE 3: The number of malnutrition in the last three years.

No	Years	Count
1	2016	14 people
2	2017	15 people
4	2018	16 people
Count		**45 people**

Source: Bone District Health Office, 2019

Based on the thickness mentioned above, the number of malnutrition in Bone Regency continues to increase. Based on the table above, it can be seen that there are only 2 food groups consumed by the Bone community in the agricultural area which achieved the maximum PPH score but in excess, namely grains (25.0), and oil and fat (5.0), so that the pole Consumption needs to be increased for several types of food, such as sugar, fruit, nuts and tubers so that the National Expected Food Pattern (PPH) score has been determined. For the energy adequacy rate of the people in agricultural areas reaching 106.2%, it is less than ideal consumption (100%) and is not balanced. In terms of quantity, namely the number of calories, it can be seenthatpeopleconsumecalories of2,240.1kcal/cap/dayorless thantheidealconsumptionof2,000 kcal / cap / day, this is due to the reduced calorie contribution of the food group consumed, while to see food consumption The population in terms of quality, the people in the agricultural area of Bone Regency are still not diverse, it can be seen from the PPH score obtained which is still 96.4% or the achievement is only 96.4% so that the diversity still needs to be increased through a strategy that must be made more attainable, especially information. andhelp.

Table 4: Food Consumption Situation of Bone Regency Population in Agricultural Areas (2019 Survey) Compared With National Expected Food Patterns (2020).

No.	Kelompok Pangan	Survey (Kabupaten Bone 2019)				Nasional (PPH 2020)			
		Gram	Energi (kkal)	% AKE	Skor PPH	Gram	Energi (kkal)	% AKE	Skor PPH
1.	Grains	323,2	1164,7	58,2	27,0	275	1000	50,0	25,0
2.	Tubers	61,2	55,3	2,8	2,0	100	120	6,0	2,5
3.	Animal Food	332	300,0	15,0	24,0	150	240	12,0	24,0
4.	Oils & Fats	38,4	310,6	15,5	5,0	20	200	10,0	5,0
5.	Oily Fruits / Seeds	17,5	17,5	0,9	0,4	10	60	3,0	1,0
6.	Beans	19,7	67,5	3,4	6,8	35	100	5,0	10,0
7.	Sugar	70,8	70,8	3,5	1,8	30	100	5,0	2,5
8.	Vegetable and fruit	355,6	136,4	6,8	30,0	250	120	6,0	30,0
9.	Etc	0,4	0,3	0,0	0,0	-	60	3,0	0,0
	amount	**1.218,7**	**2.123,1**	**106,2**	**96,4**	**870**	**2000**	**100,0**	**100,0**

Source: 2019 Bone District Hope Food Pattern Report

The network exchange strategy mechanism through Exchange Condition by looking at the indicators is also not effective in this policy, namely demand certainty that stakeholders in this policy, namely extension workers and the Women Farmers Group do not have the ability to predict the problems that will be faced in the future seen from the Women Farmers Group in dealing with natural problems hinder seeding and unprepared planting. Second, there is no task complexity because most of the Farmer Women Groups consume more themselves rather than sell their crops. Human Asset specifity does not occur, this is because the exchange rate between the Women Farmers Group and the extension workers as implementers of the network organization in the implementation of food diversification policies in Bone Regency is not evenly distributed. This is shown by the uneven information conveyed to the Women's Farmers Group, so that there are still many women farmer groups who donot understand well the objectives of this policy. The frequency of meetings and interactions that occur is not optimal between extension workers and the Women's Farmer Group and other members of the Women's Farmer Group. This is due to the limited number of extensi on workers who have to assist the Women's Farmer Group, which is not equal, ideally one village, one extension worker. However, in reality there is one sub-district, one extension, mean while in Bone District the number of villagesis 372. Meanwhile, swadaya cannot be included because it is limited, in terms of honorarium it cannot be paid. And also to fellow members of the Women's Farmers Group who have varied activities.

4. Conclusions

In this study, focusing on the network exchange mechanism as a strategy in food diversification policy in Bone Regency, it can be concluded that the network exchange strategy mechanism is that the implementation of the food diversification policy is not effective, due to the exchange strategy mechanism used, namely the Exchange condition and the social mechanism is not yet effective. Where the social mechanism is marked by limited access, still occurs in this policy, namely the lack of coordination between stake holders so that there are still women's groups that have not received assistance and information. Macro culture has not been created between stakeholders in this policy, collective sanctions do not exist, and reputation is still far from successful, the exchange condition is marked by the demand certainty of the inability of stakeholders to predict problems such as natural problems that hinder the process of planting seeds, human asset specificity in this policy does not occur , and the frequency of exchange between stakeholders is veryrarelyindicated by alack of understanding of the purpose of this policy by the Women's Farmer Group.

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