Managing Trust in The Implementation Network of Food Diversification Policy in South Sulawesi Province

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ABSTRACT
This study is motivated by the phenomenon of regional food security. Food diversification policy is one of the efforts to fulfill sufficient, decent quality and safe food, which is based on optimizing utilization and based on the diversity of local resources. This is not in line with the fact that the level of regional food demand is greater than the existing supply. The rapidly increasing demand is the effect of increasing population, economic growth, increasing people's purchasing power and changing tastes in society. This study aims to analyze and describe the management of trust between actors in the implementation network of food diversification policies in South Sulawesi Province. This type of research is a descriptive method with a qualitative research approach. The results of this study indicate that the implementation of food diversification policies has not been effective, this is due to the process of cooperation and coordination of actors in the implementation network of food diversification policies that have not been implemented properly.

Keywords: Trust, Public Policy Implementation, Food Diversification

INTRODUCTION
The State of Indonesia as a country with a large population and a very wide area makes food security an important agenda in realizing the welfare of the Indonesian people. The development of food security in Indonesia is confirmed by the Food Law No. 18 of 2012 in lieu of the Food Law No. 7 of 1996, which was built on food sovereignty and independence. This illustrates that if a country is not self-sufficient in fulfilling food, then the country's sovereignty can be threatened. This Food Law emphasizes the fulfillment of food needs at the individual level, by utilizing the potential of natural, human, social, economic and local wisdom resources in a beneficial way.

Fulfilling food needs is a strategic issue because Indonesia as an agricultural country still has problems in realizing food security. The very high amount of food demand is not proportional to the existing food supply, this is due to the effects of increasing population, economic growth, increasing people's purchasing power and changing tastes in the community. Meanwhile, the national food production capacity has slowed or even stagnant growth due to competition in the use of land and water resources, as well as land functions and stagnant growth in productivity of land and agricultural labor. The imbalance in the level of demand and the level of national production capacity has resulted in a tendency to increase the supply of national food originating from abroad (import policy). The existence of this imported food policy is related to efforts to achieve stability in the national food supply.

Food security policy is an integrated concept that combines various policy instruments, not stand alone. In the sense that food security policies cannot only be implemented by one actor, but must involve several related actors. Lester and Stewart (2000: 104) argue that policy implementation is the stage of the policy process after the enactment of the law, which means that
the implementation of the law is carried out by various actors, organizational resources, procedures and techniques work together to implement policies in efforts to achieve the goals of policies and programs. In the implementation stage, it really requires cooperation and coordination from several organizations or parts of the organization (OToole, 2012).

The success of policy implementation is strongly influenced by the relationship between organizations that work together and exchange resources. So that the network of public policy implementation is a study that focuses on the joint use of resources by stakeholders. The use of resources together shows the efficiency and effectiveness of policy performance.

From Stewart's opinion, we can understand that the implementation of a government policy or program requires the cooperation of various actors and organizations related to the policy being implemented. In a sense, the government is required to be able to build a network of cooperation between actors (inter-organizational/interorganizational) to achieve the goals of a policy or program. In solving complex and multi-stakeholder problems in the perspective of public policy it is understood as a policy network.

A policy network can be defined as a group of actors or organizations that are connected to each other because of resource dependence through collective action (Rhodes, 1997). With this policy network, various actors' interests will be easily accommodated in policy implementation. Network theory is based on the assumption that the relationships between actors are interdependent. In a more operational sense, it can be understood that the actors will not be able to achieve their goals without using the resources owned by other actors (Praktikno, 2010: 114). The existence of this policy network shows the spirit of local governments in building networks between actors in the formulation and implementation of public policies.

The existence of inter-organizational networks in the policy process has many benefits. As stated by Robert in Alwi (2012) that some stakeholders need an inter-organizational network approach to solve problems (problem solving). Donaldson also explained that 90 percent of an organization's performance is determined by external factors and only 10 percent is determined by internal factors (Alwi, 2012:95). From his opinion Donaldson shows that inter-organizational relationships are an important concern in the performance of an organization.

The implementation gap between the concept and operation of food diversification and the various policies related to it, has relatively created a dilemma for policy makers at the national level, so that food diversification has not been effectively implemented. The implementation of the concept of food diversification and related policy tools poses a dilemma for policy makers. The policy of diversifying food consumption launched by the central government will be difficult to achieve if there is no follow-up and cooperation between the local government and the community. Local governments who know the potential of local food and the condition of their people will find it easier to formulate policies that are in accordance with the needs of the people in their area.

The main problem of food diversification is the imbalance between food consumption patterns and the provision of food production/availability in the community. Production of various types of food cannot be produced in all regions and cannot be produced whenever needed, while consumption is carried out by all residents at all times (Rachman and Mewa, 2008), non-rice food (corn, sorghum, and tubers) are inferior foods, the level of consumption decreases in line with the increase in people's income. Many people view that rice as food has a "higher" status than corn, sorghum and tubers. This condition raises the assumption that if you switch to corn, sorghum and tubers as a substitute for some of the rice you eat, it will be a setback. Most non-rice food commodities are not ready to be consumed directly. To push back to the traditional food menu
must be adapted to the times. In the past, people in Eastern Indonesia generally consumed sago and tubers which were relatively low in carbohydrate and protein content, along with fish or other animals available in the wild. But now, fish and animals have become economic goods that must be bought.

Food diversification efforts so far have not yielded satisfactory results. Rice production is still very much dominated by rice. This is due to the government's great attention to efforts to maintain the stability of rice production, although less successful. Efforts to diversify food consumption through price policies and subsidies seem to be having difficulties. This can be seen from the small possibility of consumers to substitute food from rice to non-rice (corn or cassava), because the cross elasticity of rice to non-rice (other than wheat) is relatively small. Subsidies require large costs, while recipients of subsidies may be in the upper middle income group.

Problems in the policy implementation network are strongly influenced by the ability of actors to implement policies. Policy implementation network which certainly involves many actors in its implementation. The actors involved basically come from different organizational and environmental backgrounds so that it will cause different perceptions in seeing problems and solutions in solving them. Network organizations that involve many actors will continue to interact and exchange resources to meet the limitations of each actor (NS, Rukmana 2020). In the process of interaction and resource exchange by actors in the policy network, it must be based on the trust of each actor (Klijn & Kopenjan, 2016:24). Trust will be able to reduce uncertainty and ambiguity in the interaction process of the behavior of each actor involved (Zucker, 1986, Klijn & Kopenjan, 2016:116). Based on the above phenomena, this study aims to examine the trust of actors in the implementation network of food diversification policies in South Sulawesi Province.

**METHOD**

This research is a type of qualitative research using a descriptive analysis approach. While the reason the researcher uses qualitative research is to find out the clarity of the problem to be discussed. The focus of this research is to find out the overall picture such as managing trust in the implementation network of Food Diversification policies in South Sulawesi Province.

Data collection is done by interviewing informants, observing phenomena or events, and reviewing documents. The analytical method used in this study is a qualitative research model analysis method developed by Ian Dey (1993). This method consists of 5 stages, namely: data collection, describing, classifying, connecting, accounts.

**RESULTS AND DISCUSSION**

The Food Diversification Policy has the aim of anticipating a food crisis and preparing alternative foods to fulfill nutritious food and reduce food dependence on rice. This phenomenon is often understood by people who think that the sole carbohydrate source is rice, but in fact the potential for local food that can be consumed other than rice is quite significant in South Sulawesi. Another goal of food diversification is to stimulate the economy and create healthy human resources without depending on one type of food, such as rice. Changes in the consumption of food needs must be changed, especially with the province of South Sulawesi. The province focuses on producing local food needs other than rice. There are at least six food commodities whose production is boosted, including cassava, corn, sago, bananas, potatoes and sorghum.
According to the results of the latest Socio-Economic Survey conducted by BPS, the average household consumption of rice per capita in Indonesia is 6.45 kg per capita per month. So that in a year the national household consumption of rice reaches 20.91 million tons. From the results of the latest Staple Materials Study survey, rice consumption outside the household is 29.97 kg per capita per year. When multiplied by the population, rice consumption outside the household reaches 8.10 million tons. So that the total consumption of rice reached 29.01 million tons. The level of public consumption also greatly affects rice reserves. We know that the level of rice consumption is strongly influenced by the population. According to the results of the 2020 Population Census (SP), Indonesia’s population is 270.20 million people. This number increased by 32.6 million people compared to the population of the 2010 SP 2010 which was recorded at 237.63 million.

Another problem is the increase in population in addition to providing capital for national development, it also adds to the burden of meeting the food needs of the community. The increase in population has multiple effects on the condition of national food reserves. In addition to increasing the burden of the stomach that must be filled, the increase in population also results in a shift in the conversion of productive land into settlements, roads, industrial areas, and so on. Of course this has a negative impact on the provision of land for food production. Some of the problems found in the issue of food diversification carried out by the South Sulawesi provincial government are rice consumption which is difficult to decrease, variable income between yields obtained by farmers and disproportionate funds spent and programs related to food diversification that have not been realized.

The pattern of rice consumption in South Sulawesi in recent years, especially during the pandemic, has not decreased in numbers. The consumption of rice that occurred actually increased in line with work from home activities carried out in early 2020 until the end of 2021. Data from the Central Statistics Agency shows that in 2021 the production of rice consumed by the people of South Sulawesi has increased from the previous 2.7 million tons in 2020 to 2.92 million tons in 2021 or an increase of around 219.3 thousand tons. This is also an interesting concern where the increase in planting land causes agricultural yields to also increase. The increase in agricultural yields, especially paddy which is melted into rice, although overall increased, there are some areas that also experienced a decline in agricultural yields, especially rice. Gowa Regency, Kab. Barru and kab. Soppeng is an area that has experienced a decline in production rates, while kab. Wajo, Bone and Jeneponto experienced an increase in consumption figures. The contradictory thing from these data lies in the problem of the value obtained by farmers after harvesting and its comparison with the costs they incur. From the same source, namely the Central Statistics Agency, it explains that the Farmer’s Exchange Rate (NTP) in this case is the income received by farmers is not proportional to the value they spend in the farming process. The difference between the values obtained and those they issue is 3.5.

<table>
<thead>
<tr>
<th>Month</th>
<th>NTP</th>
<th>NTUP</th>
<th>Price Index received by Farmers</th>
<th>Price index paid by Farmers</th>
</tr>
</thead>
<tbody>
<tr>
<td>April</td>
<td>96,65</td>
<td>97,75</td>
<td>101.23</td>
<td>104.47</td>
</tr>
<tr>
<td>May</td>
<td>96,90</td>
<td>97,37</td>
<td>100.93</td>
<td>104.43</td>
</tr>
</tbody>
</table>

Source: Food Consumption Bulletin, 2021
The findings of the data explain that although there has been an increase in food production, several things, such as rice exports, and efforts to encourage the agricultural sector to meet the demand for rice, are still high. The rice export that occurred was a step taken by the government so that efforts to diversify food in South Sulawesi were difficult to achieve. The programs carried out in an effort to diversify programmatically have not been realized properly so that the pattern of rice consumption tends to increase.

The role of actors in food diversification that occurs is not synchronized between actors in the effort to diversify food that occurs. Each actor such as the government in terms of planning food diversification programs has difficulty realizing the program because it is demanded by food needs, especially rice in high quantities and does not provide other food options such as sago, corn and other food raw materials that can reduce rice consumption as a source of energy. main food ingredients in South Sulawesi. In fact, seeing the strategic area of South Sulawesi which has a lot of raw materials for food needs other than rice that can lead its people to the form of food diversification becomes difficult. Public trust in meeting the needs of other food substitutes for rice is undeniable in addition to programs that are not running well and the level of availability of food other than rice is low. The fulfillment of other food needs that should be carried out by farmers is difficult to achieve, such as the supply of corn, sago and several others which are still foreign to the community and farmers, especially with the large costs incurred by farmers in managing other food sources besides rice.

<table>
<thead>
<tr>
<th>No</th>
<th>Food Group</th>
<th>2017</th>
<th>2018</th>
<th>2019</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Rice</td>
<td>53.8</td>
<td>53.6</td>
<td>53.3</td>
</tr>
<tr>
<td>2</td>
<td>Tubers</td>
<td>3.9</td>
<td>4.6</td>
<td>5.3</td>
</tr>
<tr>
<td>3</td>
<td>Animal Food</td>
<td>9.7</td>
<td>10.1</td>
<td>10.5</td>
</tr>
<tr>
<td>4</td>
<td>Oil and fat</td>
<td>10.5</td>
<td>10.3</td>
<td>10.0</td>
</tr>
<tr>
<td>5</td>
<td>Oily fruit/seeds</td>
<td>2.5</td>
<td>2.8</td>
<td>3.0</td>
</tr>
<tr>
<td>6</td>
<td>nuts</td>
<td>3.7</td>
<td>4.1</td>
<td>4.4</td>
</tr>
<tr>
<td>7</td>
<td>sugar</td>
<td>4.7</td>
<td>4.8</td>
<td>5.0</td>
</tr>
<tr>
<td>8</td>
<td>Vegetable and fruit</td>
<td>5.3</td>
<td>5.3</td>
<td>5.3</td>
</tr>
<tr>
<td>9</td>
<td>etc</td>
<td>2.5</td>
<td>2.8</td>
<td>3.0</td>
</tr>
<tr>
<td></td>
<td>%AKG</td>
<td>96.6</td>
<td>98.3</td>
<td>100</td>
</tr>
</tbody>
</table>

The determining factor for success in a network organization is trust. Trust is the key to communication between actors because each actor cannot predict the various problems that exist in a network organization through the form of hierarchy, direct supervision and in contracts. Trust is a hope and a way to strengthen the relationship between actors who become a unity in common rules and agreed agreements. (Lane & Bachman, 1998, Rousseau et al., 1998; Fukuyama, 1995; Putnam 1995, Klijn & Koppenjan 2016:115).
The existence of Trust in the policy network will support the objectives of achieving policy objectives. A high level of trust between each of the actors involved will show more and better cooperation than a network organization with a low level of trust. And also in the process of interaction, the actors will exchange more information so that it is possible to find more innovative solutions, and a high level of trust will realize more satisfying results from complex decision-making processes in network organizations. Data from the Central Statistics Agency (BPS) stated that until the third quarter of 2016 Indonesia had imported 1.1 million tons of rice from abroad with a value of US$ 472.5 million. Meanwhile, in the same period last year, the number was only 229.6 thousand tons with a value of US$ 99.8 million. In this case, rice imports have increased by 46 percent, generally from Thailand, Vietnam and Pakistan. The occurrence of food imports is due to the current population and availability of food land, where the population growth rate reaches 1.3 to 1.5 percent, while agricultural land does not increase, and even tends to decrease. the fact is that Indonesia is an agricultural country but this country still relies on rice imports from other countries.

In addition, there are still many problems faced in food distribution to ensure efforts to diversify food consumption, among others regarding transportation facilities (roads, transportation), warehousing, storage facilities and processing technology to facilitate food distribution between regions. The development of diversification of the population’s food consumption is also inseparable from the level of knowledge about food and nutrition. This is related to the problem that both lack and excess of food and nutrition will cause health problems. Especially for rice, efforts to increase production in the future are likely to experience difficulties due to various factors, including a decrease in the standard area of paddy fields, a decrease in land fertility, a decrease in the quality and area of irrigation system services, the slow adoption of farmer technology, and ineffective incentive policies. Given that there are still many problems, the government continues to make efforts to diversify or diversify food consumption in achieving food security. There are still many types of local food in each region that are able to substitute or complement rice as a staple food. Community empowerment is an effort to make the community independent through the realization of the potential abilities they have.

CONCLUSION

The food diversification policy that occurred in the province of South Sulawesi shows that the technical diversification program has not been fully implemented. The problem that becomes an obstacle in implementing the program is the trust that is not owned by each actor in an effort to diversify food. The similarity of ideas and ideas in the program was not realized as a result of the interaction between actors in the program such as the government, farmers and other elements related to the food diversification program which were still separate in nature. The difference in the initial concept related to the diversification process is another point that certainly greatly influences the program concept. The government, with its data, has made efforts to change diversification that is not accompanied by the availability of raw material resources to replace rice to be diversified. Public trust in the program is also difficult to achieve because the government's intention in fulfilling the raw material for rice substitutes is also difficult to realize. Farmers who are an important part in efforts to fulfill raw materials are also not involved in implementing the program due to several aspects that are considered detrimental to them in terms of funding. The lack of cooperation between actors in efforts to diversify food in South Sulawesi is the result of
distrust between policy actors in order to equalize perceptions in the steps to fulfill basic needs to replace existing rice such as sweet potatoes, sago and others.

REFERENCES


