

## **IMPLEMENTATION ANALYSIS OF FOOD SECURITY POLICY IN KONawe DISTRICT PROVINCE SULAWESI TENGGARA**

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### **ABSTRACT**

This study aims to understand the implementation of food security policy in Konawe District, and to find the factors that hamper the effectiveness of implementation of food security policy in Konawe regency, and to find the implementation model of food security policy in Konawe regency. This research uses qualitative approach with explanative type of research. The data collection techniques in this study using interview techniques, observation and documents. Data analysis went through stages of data collection, data reduction, data presentation, conclusion and verification. The results of this study indicate that the implementation of food security policy in Konawe district has not been effective. If viewed from the side of Food sovereignty, the concept of food security in Law 18 of 2012 has negated the role of farmers as market participants not as the main actors in food security. While the factors that hinder the implementation of food security programs in Konawe District are; Lack of Supporting Facilities and Facilities; Lack of support for the growth of Poktan and Gapoktan; The Konawe community's dependency rate on few sources of nutrition; Socialization of Food Alternatives not yet maximal; The lack of private and government involvement in the application of technology. The implementation model of food security policy in Konawe district does not follow the flow of thinking as suggested by the experts. Top-down policy formulation and policy design and implementors only work on programs from the central government without discretion according to community needs.

**Keywords:** Implementation of policy, food endurance.

### **INTRODUCTION**

The essence of food security policy is characterized by the active involvement of the government in directing, stimulating and encouraging related elements so as to establish a robust and sustainable national food security system. The food security system is an integral part of the national economic system as a whole. Therefore, food security policy is also an integral part of the national development policy so that its formulation must be integrated and compatible with macroeconomic policy. At least, the analysis of food security policy is carried out in the context of the objective conditions of the national economy.

More specifically, food security policies should be formulated as an integral part of poverty alleviation policies and economic growth initiatives. Coherence between policies is the key to avoiding the policy dilemmas that characterize general food policy instruments. Therefore, it is necessary to formulate the basic framework of national food security policy more focused and measurable.

In terms of food reserves, Indonesia is actually very strong. According to the calculation of the Food Security Agency, Indonesia's energy reserves in terms of energy reach 3,500 kilo calories per capita per day. While in terms of calories, at 85 grams per capita per day. For real

consumption, the national energy requirement is only 2,200 kilo calories per capita per day, and the caloric intake is only 57 grams per capita. The problem lies in the uneven distribution of consumption. For the poor that reached 11%, or about 28 million people across Indonesia, energy and calorie intake is much lower than the national average. Rice needs in 2014 amounted to 33,013,214 tonnes, then if there should be a surplus of 10 million tonnes as Reserves, meaning there should be a minimum 43 million tons of rice production. If rice production does not meet national food needs, then the government must import.

Reflecting in 2014 ago, rice production has been targeted to increase at a fantastic figure of 8.04%. However, this is difficult to achieve, as evidenced by the launch of temporary figures of rice, corn and soybean production in 2014 (BPS data, 2015). Rice production in 2014 instead rose, but it fell 0.63% from 71.3 million tons of dry milled grain (GKG) to 70.8 million tons of GKG.

The decrease in production was contributed by a decrease of harvested area by 41.61 thousand hectares and a decrease in productivity by 0.17 quintal per hectare. The decline in rice production mainly occurred in Java Island and a slight increase in production outside Java. The decline in production caused rice price increases of 13.9 percent during 2014 compared to 2013. The rice crisis then peaked in January-February 2015.

This unhappy rice production in 2014 forced Indonesia to have to import rice above 1.5 million tons in 2014. The import of rice is needed to stabilize the price of rice in the domestic market due to a stock / consumption ratio that has hit a three-year low, Puso from floods at the beginning of the year, as well as El Nino threats in the middle and end of the year. National rice stalls at the beginning of the year continue to decline from 7.4 million metric tons in the 2012/2013 period to 6.48 million metric tons (2013/2014) and 5.5 million metric tons in early January 2015 (WASDE-USDA, 10/2/2015) or a 26 percent drop in just two years. In relation to rice imports, Indonesia in 2014 imported 1,225 million tons (USDA, 3/12/2014). Lower-than-expected rice imports should be paid highly with price fluctuations in early 2015.

The existence of different problems and potentials or resources in each region requires that food policy, especially related to food security, can no longer be seen in general or national level but must be more specific to the regions so that programs can be implemented properly, on target, and have real impact. Titmuss (1977) defines policy as the principles governing action and directed to a particular purpose and according to Suharto (2005) states that policy is a provision that contains principles for directing the way the act is made in a planned and consistent in achieving certain goals According to Subarsono (2005) public policy can be in the form of Act, Government Regulation, Provincial Government Regulation, City / Regency Government Regulation, and Decision of Mayor / Regent. Under this Ministerial Regulation, public officials' statements are also part of public policy. This is understandable because public officials are one of the policy actors who play a role in the implementation of the policy itself. Policies can also be viewed as systems.

The most important thing in a policy is the implementation of a policy that is a process of a series of decisions and actions of the state that are directed to exercise the authority of the central government in implementing the policies that have been decided and enforced Goggin (1990). When policy is viewed as a system, then policy has its constituent elements. According to James A. Anderson, et al. In Tilaar and Nugroho (2005) policy process through the stages / stages as follows: policy agenda, policy formulation, policy adoption, policy

implementation, and policy evaluation. Then the factors that determine the implementation of a policy in question are 1) formulation and policy design; 2) relationships between organizations; 3) street level bureaucrat; 4) These factors then lead to the results of policy implementation in the form of outputs and outcomes based on the goals and objectives of Winter policy (2003).

According to Thomas R.Dye in Dunn (2000) there are three policy elements that make up the policy system. Dye describes all three elements of the policy as public policy, policy actors / policy stakeholders, and environment policy. These three elements share, and influence each other. For example, policy actors can have a stake in policy, but they can also be influenced by government decisions. The policy environment also affects and is influenced by the policymaker and the public policy itself.

Food security policy is an important aspect in realizing people's welfare. Some of the challenges in realizing food security in Indonesia include high population growth rates that have implications for consumption levels, and the declining agricultural land area due to land conversion. Meeting the needs of several strategic food commodities is still dependent on imports. The problem of technology adoption in order to increase productivity is also still hampered due to low transfer of technology from formal research institute to farmers.

Therefore the purpose of this research is to know the implementation of government policy in food security in Konawe District. Then to find out what factors are inhibiting the policy of food security in Konawe Regency in achieving Food Security objectives and to know the policy model that can help improve the achievement of Food Security in Konawe District.

## **RESEARCH METHOD**

This research uses qualitative approach with explanative research type. The location of this research was conducted in Konawe District of Southeast Sulawesi Province. The selection of research sites is based on the considerations that occurred in the implementation of the policy of Food Security in Konawe District. The focus of this research refers to the effort to uncover and analyze how the implementation of the Food and Nutrition Policy in Konawe District. The data levying techniques include observation, which is interpreted as a systematic observation and recording of a symptom that appears on the object of research (Prastowo, 2010). Then the interview technique, according to Moleong (2007) describes the interview is a conversation with a specific purpose. The conversation was conducted by two parties, namely the interviewer who asked questions and interviews that provide answers to questions and final documentation techniques. Then Activities in the analysis of this research data include data reduction, display data, and conclusion drawing. Miles and Huberman in Sugiyono (2008). The researcher questions to be traced are:

1. How is the Implementation of Food Security Policy in Konawe District?
2. What are the factors that hamper the Food Security Policy in Konawe District?
3. How is the Policy Implementation Model that can create food security in Konawe District?

## **RESULTS AND DISCUSSION**

### **Implementation of Food Security Policy**

Food expectation pattern (PPH) or Desirable Dietary Pattern (DDP) is a food diversity arrangement that is based on energy contributions from the main food groups (both in

absolute and relative terms) of a pattern of food availability and or consumption. FAO-RAPA (1989) defines DDP as "the composition of the main food groups that when consumed can meet energy and other nutrient needs". Thus DDP is a diverse array of foods based on the proportion of the energy balance of different food groups to meet the nutritional needs of both quantity and quality with consideration of the acceptability, availability of food, economy, culture and religion.

The Basic Preparation of DDP of National Food and Veterinary DDP of 2004 and IX in 2008, has set 2000 kilocalories per day at the level of energy consumption and 2200 kilocalories per capita per day at the level of availability as a National Energy Sufficiency (AKE) level. For planning purposes, the AKE needs to be translated in units known by the procurement policy planner into food or food groups. DDP is a manifestation of the concept of Balanced Nutrition based on the concept of Triguna Food. The balance between the number of food groups is a requirement of the realization of the nutritional balance, which we are familiar with the term of Mixed, Balanced and Safe Nutritious (B2SA). DDP is a food arrangement that is really a hope both in the level of consumption and availability, and can be used as a guide for planning and evaluation of food availability and consumption of the population. DDP calculations use Susenas data published by BPS annually.

Table 1. *Desirable Dietary Pattern* (DDP) Konawe regency 2015  
( Resource : BP4KP Konawe 2015)

No.	Group Foodstuffs	Energy (chalory)	% AKE	Weigh t	Real Score	PPH score	Max Score	Info
1.	Grains	4.536	206,3	0,5	103,1	25,0	25,0	+
2.	Tubers	164	7,5	0,5	3,7	2,5	2,5	+
3.	Animal Food	6.969	316,8	2,0	633,5	24,0	23,0	-
4.	Oil and fat	439	20,0	0,5	10,0	5,0	5,0	+
5.	Oily fruits / seeds	654	29,7	0,5	14,9	1,0	1,0	+
6.	Nuts	50	2,3	2,0	4,5	4,5	10,0	+
7.	Sugar	440	20,0	0,5	10,0	2,5	2,5	+
8.	Vegetables and fruit	1.296	58,9	5,0	294,5	30,0	30,0	+
9.	Ect	-	-	-	-	-	-	
	Total	14.550	661,4		1.074,3	94.56	100,0	

From the results of PPH analysis above that the diversity of food in Konawe Regency is available and dominated by grains, tubers, oily seeds, sugar and vegetables and fruit. This is indeed Konawe Regency is the leading area for food commodities, vegetables and fruits terentu, based on PPH table above it can be concluded as follows: (1) Availability of production Tubers are good enough, especially with the increase of production of yard and other dry land. For that it needs a continuous effort to further popularize the tubers as a source of carbohydrate substitute for rice. (2) Animal Food needs to be more empowered to increase the community's protein. Animal Food Production which is still lacking due to decreasing market share due to the rising price of both beef and chicken meat. To increase the consumption of meat, the distribution needs to be improved and so that the price can be reached by the community (3) Oil and Fats in terms of availability sufficient and more than imported, while from Konawe District only bulk coconut oil that can be produced by society (4) Oily fruit and seeds are available mainly from coconut fruits that are managed by the people's industry (5) Production nuts are still low and fluctuate, Planting area only a little and

spread so that the price becomes expensive for consumed public (6) Sugar is imported production but availability is sufficient in this area, Consumption of sugar is also much by Konawe society, which is partly Javanese and Bugis tribe who likes sweet snack.

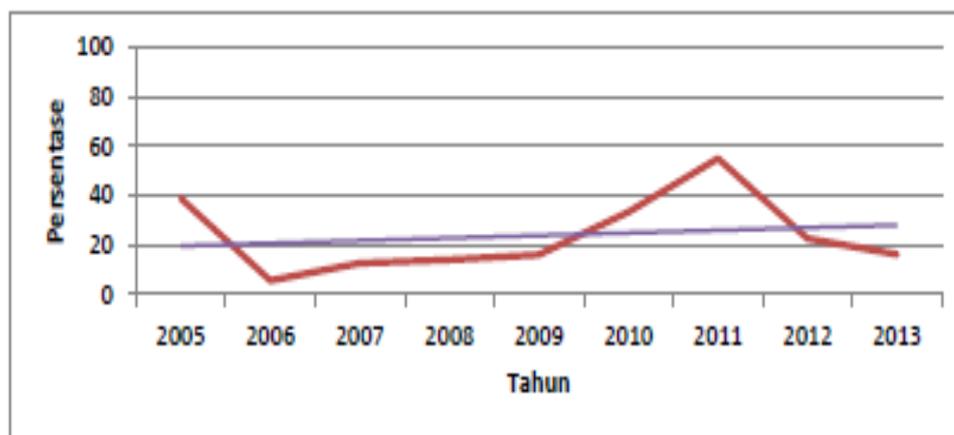
The Efforts of the Government of Konawe in Strengthening LDPM through 25 groups of Community Food Distribution Institutions (LDPM) from the Joint Farmers Group (Gapoktan) have been established by the Southeast Sulawesi Provincial BKP to maintain the stability of rice and grain prices at the farm level with the scope of managing distribution through purchasing, management and storage Marketing of rice and grain.

Social safety net programs or poverty reduction programs are important aspects of social access in Konawe District Poverty reduction programs are grouped into 3 main clusters as follows: (1) Social assistance programs aimed at providing direct assistance to poor families to reduce the burden of meeting basic needs. Raskin provides subsidized rice for the poor, Jamkesmas provides health insurance for the poor, BLT provides unconditional cash transfers, BSM provides school operational support, and PKH provides conditional assistance with targets for very poor households. (2) Community empowerment program which aims to provide social costs for the poor to improve basic social and economic services according to their own priorities such as PNPM Mandiri (direct assistance to commodities). (3) Micro-empowerment program aimed at providing access to credit for micro-businesses without collateral such as KUR.

A strong and well-structured social security system is an important effort to achieve pro-poor growth. Of the entire program, Raskin became the most far-reaching social safety net program and the only food-based program. Since rice has not been fortified in Indonesia, raskin has only managed to overcome food insecurity but does not overcome nutritional and malnutrition vulnerabilities. Based on international evidence, the effectiveness of food fortification in meeting nutritional needs has been demonstrated. It is estimated that rice that is fortified through Raskin program will be an effective and inexpensive means to improve the ability of households to obtain nutrients.

BP4KP of Konawe regency has undertaken several activities related to fresh food safety control, such as sampling of fresh food and laboratory testing. Object of fresh food safety monitoring conducted by BP4KP Konawe in cooperation with BKP of Southeast Sulawesi Province, supervision is focused on fresh food of plant origin in circulation. The mandate of fresh food safety monitoring is also conducted by Agricultural Quarantine Agency (Barantan) Kendari City, especially in guarding the traffic of fresh food from plants originating from and abroad.

The scope of the test is the residues of pesticides, microbes and heavy metals. Testing of pesticide residues has been implemented since 2005. But since 2012, the Ministry of Food Affairs Kementan did not do it, so the data obtained is test data conducted by local BKP. Based on the testing of pesticide residues in the laboratory, it is shown that the content of unqualified pesticide residues (TMS) in fresh food experiences an increasing trend, as can be seen in the following graph :



Note; *Persentase = Percentage, Tahun = Year*

Picture 1. Results of Fresh TMS Food Testing from Pesticide Residues for 2005-2013  
(Source BKP Southeast Sulawesi 2014)

In the graph above, the unfilled fresh food from 2005 to 2013 was 38.89%; 5.56%; 12.50%; 13.89%; 15.91%. 33.33%; 55.0%; 22.50%; And 16.08%. Fresh food is said to be ineligible, because it contains pesticide residues that are prohibited or above the threshold. The standard used in determining whether or not the sample is eligible is SNI 7313: 2008. Codex Alimentarius and Permentan Number 01 / Permentan / OT.140 / 1/2007 concerning the List of Banned and Limited Pesticide Active Ingredients. Given food security is very important in improving human quality, it is necessary officers / human resources in the field of food safety supervision that has a standardized competence. Some competencies for officers handling fresh food safety refer to the Indonesian National Work Competence Standards (SKKNI) as the standard of professional competence, namely SKKNI of Fresh Food Safety Supervisor and SKKNI Fresh Food Sampling Officer (PPC).

### Factors Inhibiting Food Security Policy In Konawe District

Based on the research results, the factors that hamper the implementation of food security policy in Konawe regency implemented by Agricultural Extension Agency, Fisheries, Forestry and Food Security (BP4KKP) of Konawe Regency are divided into two factors: external factors and internal factors. Internally, it can be seen from the observation in the field, it can be seen clearly that the condition of existing facilities and infrastructure in Konawe Regency is still limited, many facilities and infrastructures are not fulfilled in accordance with the standards, this clearly greatly affects the performance and effectiveness of existing agricultural extension activities Konawe District.

Lack of support for the growth of Poktan and Gapoktan in Konawe district. Combined Farmer Group (Gapoktan) as a community organization in the village until now has not seen significant involvement in the process of village development. Whereas, farmers, especially in Konawe Regency which is an agrarian area, should be one of the important development actors. Weak position of gapoktan often due to poorly managed institutional conditions. The Combined Farmer Group (Gapoktan) is one of the community empowerment programs based on strengthening of farmer institutions. The purpose of Gapoktan development is to develop a strong and independent farmer institution. Farmers are educated to be more independent by relying on their own strengths through farmer institutional cultivation. The government wants

to raise the status of farmers through the independence and creativity of farmers. This is because Gapoktan will have a clear legal status that has a higher bargaining power and officially recognized as a business group.

Based on existing regulations, Gapoktan should have various forms of business license, Bank account, Asset, Notary Deed, etc. as the company should (Permentan Number: 06 of 2015). But this condition is still not materialized due to the lack of human resources owned by existing gapoktan. Based on the results of interviews with the Head of Agriculture Office in Konawe District can be seen that some Gapoktan have been independent and some are processed to independence, but some other Gapoktan still have many problems so it is not independent.

Meanwhile, the external constraint is that although Konawe Regency is a rice barn for Southeast Sulawesi region, but the efforts of local government in order to decrease rice consumption through increasing consumption of food sources of other carbohydrates such as tubers still experience obstacles, with the instability of the production of tubers hence This can lead to the dependence of the community in Konawe District on some food sources alone, potentially causing various problems. Among them are :

*Konawe's dependence on very few nutritional sources* puts people at risk of degenerative diseases because of a less variable diet. This is evident from the level of infant health in Konawe who experienced stunting is still quite high. With only the focus of society and Government on some food crops alone, knowledge of the benefits and cultivation of other locally-generated crops, micronutrients, and functional components is neglected. As a result, many cases of hunger amidst the abundance of local food resources that can actually be exploited but not excavated. In addition, dependence on one source of food alone is quite risky, if there is a condition that causes cultivation and supply of food crops are disturbed it will result in the public will be vulnerable to exposed malnutrition and malnutrition. This condition has happened which caused some areas in Konawe Regency to experience bad nutrition. Local assets owned by Konawe District include local tubers when developed are assets that have a large share in the economy and local food sovereignty and Indonesia.

*The Socialization of Food Alternatives has not been maximized*, although Sago is a cultural food in Konawe regency, but as a local processed food product sago has not been well socialized in society so it is still considered as inferior food only. This is also caused by the government program in the distribution of Raskin (rice for the poor), which slightly changed the paradigm of people who used to eat sago now switched to rice.

*The lack of private and government involvement in the application of technology.* Other barriers that exist in creating food self-sufficiency in Konawe District are private and government involvement in local food processing technology / tubers have not entered the industrialization stage (scaling up production), so the potential of local food is difficult to develop and less desirable by the community because the selling value The low one.

### **Implementation Model of Food Security Policy in Konawe District**

Based on the results of the research, it is clear that the policy implementation model used by BP4KP Konawe district in implementing the policy of Food Security was initially more directed to the centralized policy model or better known as the Top Down model. This implementation model is a first-generation approach model that focuses more on a rational

model that contains the idea that implementation is to get people to do what they are told and control the sequence of stages in a system. This is reflected in the initial process of policy formulation made by the central government in achieving national goals in food security and the dream of realizing food self-sufficiency for Indonesia as reflected by the birth of Law No. 18 of 2012 on Food.

Acceptance or consensus on policy objectives is considered important because the implementors who will determine whether or not the policy is achieving the objectives, therefore they emphasize the importance of the participation of the implementor in the policy-making process. Although the model proposed by Van Meter and Van Horn emphasizes the importance of implementor participation in policy objectives, their approach is top-down model approach, this is because they say that policy standards and objectives are communicated to implementers through interorganizational networks, or in other words, The most important is that the implementor understands and agrees on the goals and standards set, rather than determines those goals and standards.

As the development of existing implementation theories, the Top Down model has many weaknesses in the process of policy implementation made by the central government. Where according to Grindle success in the implementation of Top-down model policy is dependent on the clarity of the command and how to supervise superiors to subordinates. Central Government efforts in achieving the objective of Law No. 18 of 2012 on Food has been assisted with the establishment of the Council of Food Security (DKP) through PP No. 83 of 2006 as a refinement of Presidential Decree no 132 of 2001 which determines the main task of DKP is to support the government in realizing the goal - food security.

This Food Security Council has a hierarchy composed of central government, provincial government to district / city government. Where the formulation of policies to achieve the goals and strategies to be carried out at the central government level while the provincial and district levels only provide input and report conditions on the ground. This rational, top-down perspective viewpoint model is too much emphasis on the policy-maker's perspective. That by providing the successful prerequisites of an implementation that has been carefully calculated and analyzed by policymakers and high level bureaucracies, policy will by itself be more successful in its implementation.

This approach forgets the role of lower-level executives who in fact are more instrumental. In addition, this perspective approach to implementation issues will only be limited in time and space and similar issues. Whereas, as the variations of the Food Resilience policy vary widely, and different times and spaces of government, this will also make a difference in how to solve the problem. This condition is evident from the failure of the central government to maintain local food security and failed to achieve the goal of food self-sufficiency.

## **CONCLUSION**

Implementation of Food Security policy in Konawe district during the period 2014-2016 has been running quite well. This is reflected in the programs that have been implemented by BP4KP Kabupaten Konawe. However, for the achievement of food security objectives itself is still not realized properly. This is due to various factors either from the internal side BP4KP Konawe District as well as from external factors BP4KP itself. Researchers conclude BP4KP Konawe District as Street Level Burecrats only do copyng or just run the routine / which has become a joint program with the Central Food Security Council. (Like

DEMAPAN, farmer Store Indonesia, P2KP) without any development or discretion in order to achieve food security goal in itself. Factors that hamper the implementation of Food Security program in Konawe Regency are divided into three parts: From Food Sovereignty Sector, food security concept which is implemented by limited to "food fulfillment condition as household which is reflected from the availability of adequate food, both quantity and quality, Safe, equitable and affordable. *Lack of Supporting Facilities and Preparation BP4KP Konawe Regency, Lack of support for the growth of Poktan and Gapoktan in Konawe district. The Konawe community's dependency on few sources of nutrition puts people at risk for food insecurity and malnutrition. Socialization of Food Alternatives has not been maximized, still lack of involvement of Private and Government in the application of technology.* The implementation model of the Food Security program in Konawe regency does not follow the flow of thinking as suggested by the experts. As a result, various problems arise when implemented. Due to top-down policy formulation and policy design initiatives from within the Konawe District government itself, making it difficult to integrate and synchronize by the policy implementation (causing fragmentation).

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