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**Submission date:** 27-Aug-2021 01:39PM (UTC+0700)

**Submission ID:** 1636699667

**File name:** OPCION.pdf (900.93K)

**Word count:** 6094

**Character count:** 32967

# Proposición

Revista de Antropología, Ciencias de la Comunicación y de la Información, Filosofía,  
Lingüística y Semiótica, Problemas del Desarrollo, la Ciencia y la Tecnología

Año 35, 2019, Especial N°

22

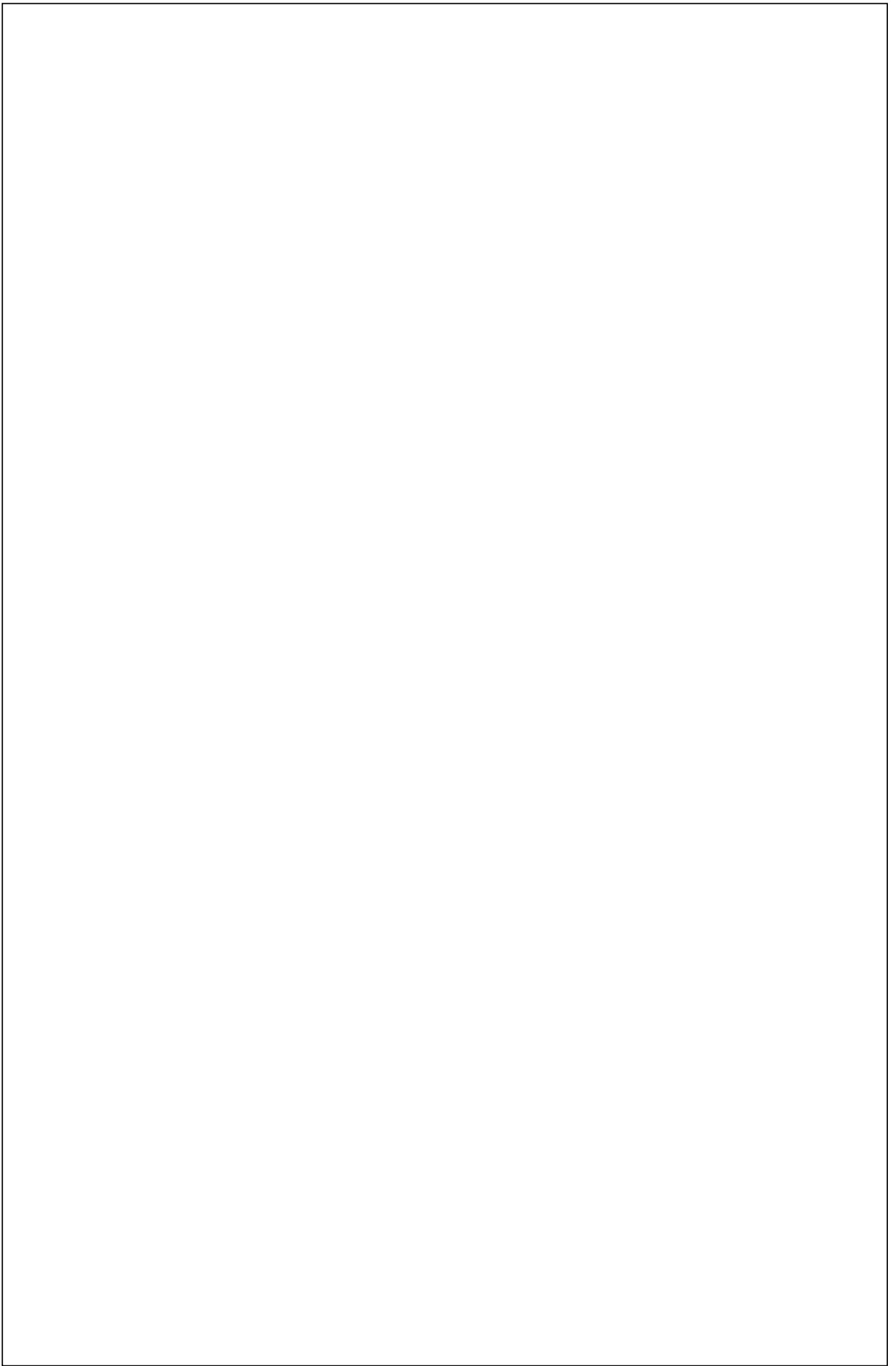
Revista de Ciencias Humanas y Sociales

ISSN 1012-1587/ ISSNc: 2477-9385

Depósito Legal pp 198402ZU45



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Maracaibo - Venezuela



**1**  
**The Unwise Policy Of Community Based-Organisation:  
Can It Empower Them? Implementation Network Of Food  
Diversification In Indonesia**

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**Abstract**

The main objective of this research is to develop the ability of Community-Based Organisations (CBOs) to implement food diversification policies. The research method used was the qualitative method. The data collection was carried out through discussions, namely interviews via the focus group discussion (FGD) technique, with a number of farmer women's groups totaling 20 groups, with 15 to 20 group members. The documentation of the informants was directly involved in carrying out these activities. The process of the data analysis included data reduction, data presentation, and completing the conclusions. The results of this study indicate that the implementation of policies implemented by the Dasawisma Women's Farmer Group as a Community-Based Organisation cannot effectively implement the policies therein. This is because the local government, as the initiator, does not facilitate them to carry out operational programs to empower them through the diversification of the consumption of local food crops.

**Keywords:** Policy, Implementation, Community Based Organization, Food Diversification

## **La Política Imprudente De La Organización Basada En La Comunidad: ¿Puede Empoderarlos? Implementación De Red De Diversificación De Alimentos En Indonesia**

### Resumen

El objetivo principal de esta investigación es desarrollar la capacidad de las organizaciones comunitarias (CBO) para implementar políticas de diversificación de alimentos. El método de investigación utilizado fue el método cualitativo. La recopilación de datos se llevó a cabo a través de discusiones, a saber, entrevistas a través de la técnica de discusión de grupos focales (FGD), con varios grupos de mujeres agricultoras que totalizan 20 grupos, con 15 a 20 miembros del grupo. La documentación de los informantes estuvo directamente involucrada en la realización de estas actividades. El proceso del análisis de datos incluyó reducción de datos, presentación de datos y completar las conclusiones. Los resultados de este estudio indican que la implementación de políticas implementadas por el Grupo de mujeres campesinas de Dasawisma como organización comunitaria no puede implementar efectivamente las políticas allí. Esto se debe a que el gobierno local, como iniciador, no les facilita llevar a cabo programas operativos para empoderarlos mediante la diversificación del consumo de cultivos alimentarios locales.

Palabras clave: política, implementación, organización comunitaria, diversificación de alimentos

### 1.INTRODUCTION

Social and economic development in developing countries has been played by a single actor, namely the state. The government as a single player has tried to make empowerment policies to reduce the poverty in marginalised communities. Empowerment is carried out through various policies to influence the level of the economy and the quality of human resources as an indicator of poverty alleviation (RUKIN, 2018). Policy programs are often designed without involving civil society as the beneficiaries, thus the enormous amount of resource input to achieve the policy objectives does not match reality. This means that it tends to fail. Community empowerment

programs make the community increasingly powerless. These problems make developing countries begin to undergo a paradigm shift.

The shift from government to governance has become a necessity. The concept of governance offers new ways to solve problems and make decisions. Participatory governance is considered to be the most appropriate to solve the problem of poverty because it focuses on the involvement of poor people who are marginalised in the administration of public services and public policies (SATTERTHWAITE, 2007). Civil society participation in a community is far more flexible and democratic when it comes to solving complex and multi-actor public problems. Participation characterises a democratic state. Community-Based Organisations (CBOs) are the most important local communities in community development. This community traditionally tends not to have a formal structure so the interaction is more intensive, authentic and familial. The local community lives in a state of interdependence (KERANS & KEARNEY, 2006) which facilitates the learning process because it has a small number of members. Members in the local community are more easily influenced when it comes to accepting new ideas, and they are easily motivated by the success of other group members. The motivated members will be more productive. CBOs also have a function as a communication channel for government and non-government organisations to use to deliver policy programs. CBOs are the right vehicles to succeed in the development effort. (KYESSI, 2002; MESHACK & SHEUYA, 2001). The relevant previous research showed this study's position among the other research.

There are several studies that are relevant to this study:

1. ALWI and KASMAD, R. (2018). Local collaborative network: Is it a smart implementer of the cocoa business development policy in Indonesia? The results showed the farmer groups as a local collaborative network were not able to carry out the policy effectively.
2. ALWI and KASMAD, R. (2014). Bureaucratic System Vs. People Empowerment Policy: Empirical Evidence from Cocoa Farmer Empowerment Policy in South Sulawesi Province, Indonesia. The results showed that the integrated models within an empowerment policy allows the bureaucracy to empower them as people who are vulnerable to poverty.
3. FISCHER F. (2006). Participatory Government as Deliberative Empowerment: The Cultural Politics of Discursive Space. The results showed there is a need to enrich the theory of citizen participation and

the design of deliberation practices through paying greater attention to the cultural politics of deliberative space.

4. MINKA NKIMBANG and Friends. (2018). Recruiting Older Adults with Functional Difficulties into a Community-Based Program. The results show that in Baltimore City, the local community was able to reduce the amount of government health expenditure.

Regarding the above, this study focuses on the perspective of Community-Based Organisations (CBOs) in implementing a food diversification policy network in Indonesia. This perspective aims to empower the poor and marginalised in the implementation of public services and public policy.

The Sustainable Food Home Area Policy (SFHA) is a step taken by the government to ensure food enrichment and to improve the welfare of the community, which is an activity to optimise / organise the yard by planting various vegetables / seasonal crops to meet the household needs. SFHA activities are also carried out in order to support the government programs for the purpose of poverty reduction through labour-intensive activities, handling stunting areas, and handling vulnerable food insecure areas.

Indonesia is still faced with the challenges related to food and nutrition. The situation of food consumption in Indonesia is indicated by the Food Consumption Expectation (PPH) score of Food Consumption. It still shows the conditions that are not yet ideal. In 2017, the PPH score was 90.4 where the consumption of Indonesian people was still questioned by the grain group, which was 62.1 percent. This value is greater than the recommended amount, which is 50 percent. (BKP, 2018).

The main emphasis of this research is the Dasawisma farmer women's group as a Community-Based Organisation (CBO). This community is a place that facilitates various resources through the inclusion of various actors. Therefore, the main objective of this research is to increase the empowerment of local communities in implementing food diversification policies in Indonesia.

## 2. RESEARCH METHOD

The research design used was qualitative. The use of this design is to reveal

and explain the role of Community-Based Organisations in implementing the policy of empowering women farmers in food diversification based on the context. The research strategy used was case studies. To understand the policy implementation, we require lots of information from the informants, as follows: a) Local Government; b) Government Plantation Agency; c) Government Facilitators Team; d) Government Head Village, e) Businessman; f) Dasawisma Women and Women's Farmer Group with a total of 20 Dasawisma groups. Each group has 15 to 20 group members.

The data collection techniques used in this study were observations, interviews, and documentation. The observations were focused on tangible objects, such as food diversification, female farmers' plots, demonstration plots (demonstration plots), nurseries, school gardens and the farmers' economic activities. The observed situations are 1) the nursery process carried out by the farmers, 2) productive and / or unproductive yard conditions, and 3) the farmers' daily routines. Following this, in-depth interviews were conducted with all of the informants mentioned above. Furthermore, various documents were also collected such as regulations, laws and reports on the institutional activities related to policy implementation. The analysis techniques used in this study involve pairing patterns with time series techniques. These techniques are utilised together to compete with one another (YIN, 1989). In addition, the data analysis used in this study included three stages, namely data reduction, data display and drawing and verifying the conclusions (MILES AND HUBERMAN, 1992).

### 3. RESULTS AND DISCUSSION

#### 3.1 Community-Based Organisations and People Empowerment

The concept of community participation is not new and it has been applied in various countries. The idea of community-based organisations is rooted in the previous concept. The focus is on how marginalised and poor people should be encouraged to participate in decision-making to develop their territories and their economic and social development (CHIWAULA, 2004: 17). There are several theories that have relevance to Community-Based Organisations (CBOs) such as Marxist theory, which explains that power is the main element in the organisations. This is supported by STEWART (2006: 53), who sees that basically the concept of self-reliance is in nature political as a form of community struggle to control the gov-



ernment programs.

CBOs in this study are local development associations, where geographical location limits the local development associations present. CBOs unite people in one community region by running a development program through self-help or by asking the government for help. One region can thus enjoy the results of the organisation. Participatory organisations are often initiated and managed by the community themselves. They are more informal and flexible in their goals. Their stance is related and inspired by the daily needs of the people (MONAHENG 1998: 7). CBOs are often involved in economic and social development, which means changes in living welfare and social behaviour. These changes try to free people from the chains of poverty that have shackled them from generation to generation.

The process of change and liberation cannot be carried out successfully by anyone but the poor themselves. This shows that local participation is the only way to realise empowerment and this makes it easy for outsiders to help local communities to get out from their situation of helplessness (MYERS, 1999: 147). The emphasis here is the need for the active participation of people who are assisted by the facilitator/development agency if meaningful change is to be achieved. Examples of local organisations include farmers' associations, greening groups, orphanage groups, faith-based organisations and many others found at the grassroots level. The most important function of these organisations is empowerment - that is, "to achieve a better position in relation to government, bureaucracy and local elites" (CORNWELL AND DE BEER 2004: 125).

Participatory research in social and political studies shows that the participation by civil society in theory seems to be very easy but several studies show that participation in the formulation and decision making is very complex. The work of Fung and Wright (2001, 2003) also confirms this assumption. They found that the complexity of participation in civil society is due to the design of government institutions that do not reflect the totality of participation. The central and local governments are still absolute decision makers in the programs that they offer for economic and social development.

Women's farmer groups, WFG Dasawisma are Community-Based Organisations (CBOs) which distinguishes them from the studies above. This

organisation is a determinant of the success of a complex and multi-actor food diversification policy. Local communities provide social services at the local level. This community is a non-profit community whose activities are based on voluntary efforts. WFG Dasawisma depends heavily on the contribution of knowledge sharing, voluntary work, and financial support related to the ability to produce services, products or voluntary donations. WFG Dasawisma depends heavily on the contribution of knowledge sharing, voluntary labour and financial support derived from the ability of communities to produce services or products or voluntary donations.

Women's farmer groups can influence the direction and implementation of policies intended for their communities. Conceptual participation is an empowerment of civil society, both individually and collectively, (Sarma, Vicary & Holdrege 2004: 15), where they can negotiate, influence control, and hold government agencies accountable for intervening in their lives (World Bank 2002 XVIII).

The staple food for most Indonesian people is rice. Besides the main staple food of rice, there are several regions in Indonesia that still consume corn, cassava, sweet potatoes, taro / taro, and sago as the staple foods. In 2017, the overall rice, corn, cassava, and sweet potato production contributed 60.23% of the total per capita energy supply per day (BKP, 2017). One of the diversification programs created by the government is the Development Program for Sustainable Food Zone Housing Policy (SFHA) through the Food Security Agency (FSA). The number of SFHA groups in 2018 increased to 8,814 female groups compared to 2017, amounting to 6,514 Dasawisma farmer groups in total. This number is large enough to be an achievement.

Table 1  
The number of SFHAs in Indonesia

Uraian	Year				
	2015	2016	2017	2018	2019
Sustainable Food Home Area	4.410	2.894	1.306	2.612	2.612

Source: BSA 2019

The SFHA program is also expected to reduce the number of Indonesia's poor. Countries that have a large poor population will experience a variety

of resource problems. Poverty will cause the country to the problem of stunting. Chronic nutritional problems in toddlers, which causes stunting in children, means that they will be more vulnerable to disease and adults will be at risk of degenerative diseases. The impact of stunting is not only in terms of health but it also affects the level of intelligence of children. With the large number of stunting conditions in Indonesia, it is certain that this nation will not be able to compete with other nations in terms of facing global challenges. They will go on to form a society that is not in need of external empowerment. This can be seen from the Food Security and Vulnerability Atlas (FSVA) that has experienced a downward trend over the past five years. In March 2014, the percentage of poor people was 11.25%, which reduced to 9.82% of the total national population in March 2018. However, the number of poor people in 2018 was still high, amounting to 25.9 million people. Around 51.40% or 13.34 million people below the poverty line live in Java. Of all of the poor population in Indonesia, around 15.8 million people (60.9%) live in rural areas and 10.14 million people (39.09%) live in urban areas. Effective efforts are urgently needed to address the causes of the problem of poverty, especially in rural areas. (BKP 2018).

Table 2

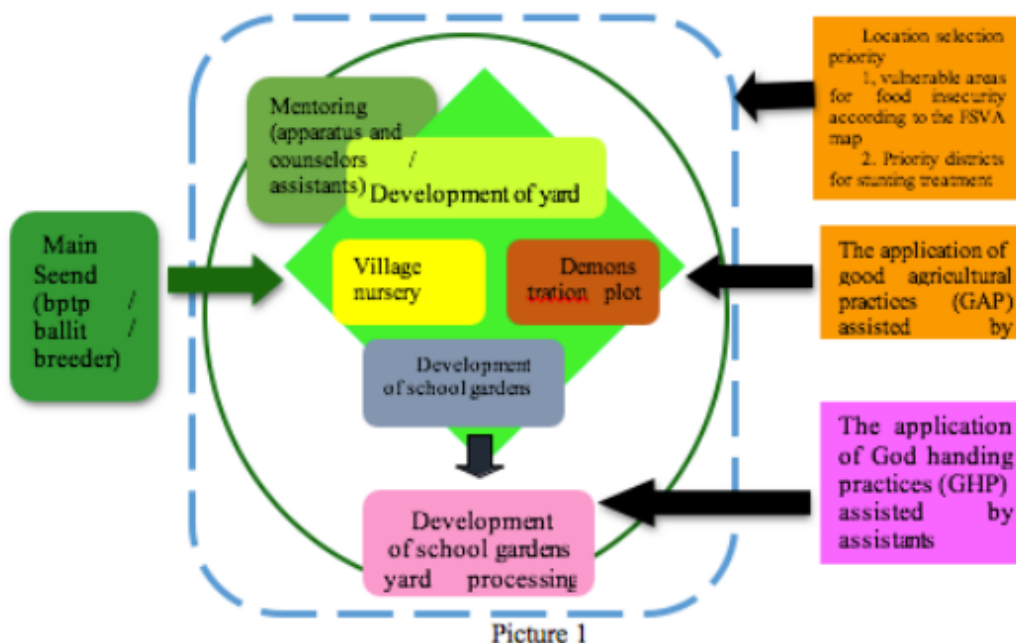
Number and Percentage of the Population Living below the Poverty Line per Province 2014 - 2018

Provinsi	2014		2015		2016		2017		2018	
	Jumlah (000)	%	Jumlah (000)	%	Jumlah (000)	%	Jumlah (000)	%	Jumlah (000)	%
Aceh	891,26	18,05	851,59	17,08	848,44	16,73	872,61	16,89	839,49	15,97
Sumatera Utara	1.286,67	9,38	1.463,67	10,33	1.433,93	10,35	1.433,87	10,22	1.324,98	9,22
Sumatera Barat	379,20	7,41	379,61	7,31	371,56	7,09	364,51	6,87	357,13	6,65
Riau	499,88	8,12	531,39	8,42	515,40	7,98	514,62	7,78	500,44	7,39
Jambi	263,80	7,92	300,71	8,86	289,80	8,41	286,55	8,19	281,69	7,92
Sumatera Selatan	1.100,83	13,91	1.145,63	14,25	1.101,19	13,54	1.086,92	13,19	1.068,27	12,80
Bengkulu	320,95	17,48	334,07	17,88	328,61	17,32	316,98	16,45	301,81	15,43
Lampung	1.142,92	14,28	1.163,49	14,35	1.169,60	14,29	1.131,73	13,69	1.097,05	13,14
Bangka Belitung	71,64	5,36	74,09	5,40	72,76	5,22	74,09	5,20	76,26	5,25
Kep. Riau	127,80	6,70	122,40	6,24	120,41	5,90	125,37	6,06	131,68	6,20
DKI Jakarta	393,98	3,92	398,92	3,93	384,30	3,75	389,69	3,77	373,12	3,57
Jawa Barat	4.327,07	9,44	4.435,70	9,53	4.224,33	8,95	4.168,44	8,71	3.615,79	7,45
Jawa Tengah	4.836,45	14,46	4.577,04	13,58	4.506,89	13,27	4.450,72	13,01	3.897,20	11,32
DI Yogyakarta	544,87	15	550,23	14,91	494,94	13,34	488,53	13,02	460,10	12,13
Jawa Timur	4.786,79	12,42	4.789,12	12,34	4.703,30	12,05	4.617,01	11,77	4.332,59	10,90
Banten	622,84	5,35	702,40	5,90	658,11	5,42	675,04	5,45	661,36	5,24
Bali	185,20	4,53	196,71	4,74	178,18	4,25	180,13	4,25	171,76	4,01
NTB	820,82	17,35	823,89	17,10	804,44	16,48	793,78	16,07	737,46	14,75
NTT	994,67	19,82	1.159,84	22,61	1.149,92	22,19	1.150,79	21,85	1.142,17	21,35
Kalimantan Barat	401,51	8,54	383,70	8,03	381,35	7,87	387,43	7,88	387,08	7,77
Kalimantan Tengah	146,32	6,03	147,70	5,94	143,49	5,66	139,16	5,37	136,93	5,17
Kalimantan Selatan	182,88	4,68	198,44	4,99	195,70	4,85	193,92	4,73	189,03	4,54
Kalimantan Timur	253,60	6,42	212,89	6,23	212,92	6,11	220,17	6,19	218,90	6,03
Kalimantan Utara	-	-	39,69	6,24	41,12	6,23	49,47	7,22	50,35	7,09
Sulawesi Utara	208,23	8,75	208,54	8,65	202,82	8,34	198,88	8,10	193,31	7,80
Sulawesi Tengah	392,65	13,93	421,62	14,66	420,52	14,45	417,87	14,14	420,21	14,01
Sulawesi Selatan	864,30	10,28	797,72	9,39	807,03	9,40	813,07	9,38	792,43	9,06
Sulawesi Tenggara	342,25	14,05	321,88	12,90	326,86	12,88	331,71	12,81	307,00	11,63
Gorontalo	194,17	17,44	206,84	18,32	203,19	17,72	205,37	17,65	198,51	16,81
Sulawesi Barat	153,89	12,27	160,48	12,40	152,73	11,74	149,76	11,30	151,78	11,25
Maluku	316,11	19,13	328,41	19,51	327,72	19,18	320,51	18,45	320,08	18,12
Maluku Utara	82,64	7,30	79,90	6,84	74,68	6,33	76,47	6,35	81,46	6,64
Papua Barat	229,43	27,13	225,36	25,82	225,80	25,43	228,38	25,10	214,47	23,01
Papua	924,40	30,05	859,15	28,17	911,33	28,54	897,69	27,62	917,63	27,74
Indonesia	28.288,0	11,25	28.592,8	11,22	28.005,4	10,86	27.771,2	10,64	25.949,8	9,82

Source: Food Security and Vulnerability Atlas/FSVA

The Sustainable Food Home Area (SFHA) activities focus on WFG Da-sawisma. The SFHA conducts outreach activities, prepares land for the Village Seedling Garden (VSG) and the plots of land in people’s homes and conducts training, planting, IPM, monitoring and harvesting. Optimising the use of plots is done through efforts to empower WFG for cultivation and managing the yield. Pekaranga, which so far has not been utilised, is a source of food and family nutrition.

Land use efforts conducted through the SFHA are carried out by cultivating various types of plants, livestock, and fish in addition to meeting the availability of food sources of carbohydrates, proteins, vitamins and minerals. Another benefit obtained from this activity is the reduction in family expenses while at the same time, providing an additional family income if the results obtained have exceeded the family’s food needs. The SFHA development approach is carried out through the development of sustainable agriculture (sustainable agriculture), namely by establishing nurseries, demonstration plots and school gardens. This is in addition to prioritising local resources accompanied by the utilisation of local knowledge.



Picture 1 The concept of sustainable food house area activities (SFHA)

### 3.2 Community-Based Organisations: Case Study on the Role of Women

## Farmer Groups as an Implementer of Policy in the Bone Regency, Indonesia

Bone Regency's population based on the population projections for 2017 were 751,026 people consisting of 358,889 male inhabitants and 392,137 female inhabitants. The Bone Regency has 500 WFG Dasawisma in its area. This local community is a driving force in the social and economic development. SFHA activities are also carried out to support government programs to reduce poverty through labour-intensive activities, handling stunting areas and handling the vulnerable areas of food insecurity. For this reason, SFHA uses the concept of family and community empowerment by including all of the family members and group members (labour intensive).

The Farmer Women's Groups are identified as CBOs which act as a driver of the successful food diversification policies. It is said that this is because the community provides social services at the local level. This community is a non-profit community whose activities are mainly based on voluntary efforts. CBOs are very dependent on the contributions of knowledge sharing, the voluntary workforce and financial support derived from the community's ability to produce services or products or voluntary donations. This is the Program for the Development of Sustainable Food Home Areas (SFHA) through the Food Security Agency (FSA), which continues to increase year to year. BKP reports that SFHA activities from 2015 - 2018 have touched 264,420 households. The number of SFHA groups in 2018 increased to 8,814 women's groups compared to 6,514 in 2017.

The number of job seekers registered to the Workforce Service of in the Bone Regency in 2017 was 3,803 employees with an increased employee growth in 2016 amounting to 88.73 percent. The comparison of the number of job seekers for women was fewer than that for men. In 2017, 2,127 men and 1,676 women job seekers were registered with the Workforce Service of the Bone Regency. This shows that women in the Bone District tend to not have a permanent job and they prefer to do activities at home. With the WFG Dasawisma, the CBOs are a place to share knowledge with their fellow community members to empower them.

### 3.3 Cognitive Systems in the Implementation Network of Food Diversification

One important component of an institution is the cognitive system. This system shows the mindset of the institution which includes common beliefs and the shared logic of any actions. Common beliefs show the trust shared by the policy actors. In this case, they believe that WFG, as a community-based form of involvement, will lead them to achieve their expectations, namely to increase their economic and social development that will realise better food security and reduce the number of poor people in their communities by sharing knowledge. The existence of such trust means that they conduct meetings and mutual cooperation (sharing logical actions) in order to complete the SFHA and B2SA activities. This can be shown in Table 3 below.

**Table 3**  
Cognitive Systems in the Implementation of a Food Diversification  
Policy Network in the Bone Regency, Indonesia

Stakeholders	Common Beliefs	Share logic of action
Women Farmers	Get financial assistance	Meetings and mutual cooperation
Government: Plantation Agency	The SFHA and B2SA are running	The provision of resources in the form of budgets, assistants and production facilities
Government: Field Facilitator	The SFHA and B2SA are running	Providing guidance and accompaniment to the women Dasawisma farmers
Government: Head of Village	The SFHA and B2SA are running	Fostering and coordinating the Dasawisma peasant women

Source: Processed Data Results, 2018

Based on Table 3 above, the policy actors have a common belief and share a logic behind their actions that is different from that of others. Farmers who are women organised into farmer groups have the confidence to always get financial assistance from the government. In general, the peasant

women in this area are also affiliated with other peasant women's groups from different government programs.

Group meetings and mutual cooperation are the shared logic behind the actions of the farmer group members as CBOs. In general, the meetings are held twice a month and this includes the meetings that discuss the decline in funding from the government. The mutual assistance activities of the members of the women's farmer groups as follows: 1) land clearing and 2) the control of pests and diseases and the provision of organic fertilizer. This mutual assistance activity is a form of joint action that is generally carried out once a year in rotation for each community member. The governments at various levels have the same common belief, namely related to the running of the SFHA and B2SA programs, but they share a different logic behind their actions because they have different functions. In food diversification, the government is a provider of resources including the funds and skills to support the programs and activities therein.

This phenomenon shows that the WFGs are very dependent on the helping hand (financial assistance) of the government. The same thing also shows that they do not devote their time and energy to their yard, so the results that they get are not optimal. They only focus on growing vegetables, and they do not focus on livestock (ungas and others). The formation of the farmer women's groups in Indonesia is only intended to get financial assistance from the government because the assistance program is only given to farmers who are in groups. Up until now, this kind of mindset dominates the minds of peasant women, so when the assistance stops, the group activities for business development will also stop.

Resource assistance to the women farmers summarised in the policy of food diversification turns out not to be a power that is able to solve problems and to meet their needs. On the contrary, what happened killed their creativity with a mindset fund. This shows that the farmer women's group as an implementing community does not yet have a cognitive system that is able to change the mindset of the oriented fund into creative and strategic thinking oriented in carrying out food diversification. The existence of a community is a symbol for CBOs that shows a variety of activities involving policy actors in the implementation of food diversification policies.

### 3.4 Normative System in the Implementation network of The Food Diversification

CBOs, which conceptually refer to an active process whereby the beneficiaries influence the direction and implementation of development projects, are able to empower their communities and to implement multi-stakeholder government policies. It turns out that this community is not able to achieve the value that is expected, namely empowerment, capacity development, effectiveness and efficiency as the main purpose of community participation (SARMA, VICARY & HOLDREGE, 2004:15) As the implementers of this policy, CBOs have not yet developed a normative mechanism that can meet the wishes of the farming community as the beneficiaries of this policy. This happens because in addition to not yet having developed innovative methods in terms of garden management, the spirit and work of mutual cooperation are no longer dominant when solving common problems. The logic of the actions of the policy actors comes to the fore, so the performance of the food diversification policies in the SFHA and B2SA programs have not been achieved. This can be seen from the seriousness of the 3 WFG groups that received SFHA assistance. Only 6 successful WFGs run the program, namely: 1) WFG Watansah Mandiri; 2) WFG Jasmine; 3) WFG Panrokoe; 4) WFG Sipakainge; 5) WFG Heroine and 6) Sustainable WFG. The purpose of this program is to reduce the number of poor families but the trend of the poverty graphs shows that it continues to rise (see Table 2 above). The amount of stunting in children is still large in number. The bone district ranks seventh for the cases of stunting in the province of South Sulawesi, where the level of presentation is above 40 percent. According to the WHO standards, an area suffers from chronic malnutrition if the prevalence is above 20 percent.

### 3.5 Normative Systems in the Implementation Network of Food Diversification

The normative system is one of the dimensions of the institution. This dimension consists of values and norms. Value, in this case, is the main goal to be achieved while the norm is an effort undertaken to achieve the main goal. In relation to the policy of food diversification, the success of the SFHA and B2SA programs in the form of the successful local community running the program, it shows that they are the “tools” or the spearhead of the program, as well as the policy group targets. As an integrated program,



resources are an important factor in supporting the implementation of the program's policies. The resources identified in this program are financial assistance, expert assistance and vegetable seedlings. The amount of funds released by the government was Rp. 50,000,000 (fifty million rupiah) for a WFG with a minimum of 30 household members, while if the government experts were providing the assistance of one assistant for one sub-district containing 20 - 30 WFGs, then of course the assistants are lacking when it comes to properly assisting the *dasawisma* WFGs. In the case of vegetable seedling assistance, some of the WFGs complained that the uniformity of the vegetable seedlings was very troublesome for them. This is because the government levelled the conditions of one region to another. For example, the distribution of chilli seedlings, the distribution of tomato seeds in the bone district and the tendency of the WFG to feel that they do not need to be given chilli seeds or similar vegetables. This is because they have a lot of rainfall but they need the help of fruits that can thrive in their climate and soil types.

A local community is able to survive because it has a normative mechanism. This is like the two sides of a coin, which on the one hand provides limits on social behaviour and on the other hand, can be empowering and enabling related to the actions taken by the local community related to achieving the values adopted by a community, organisation or institution (SCOOT, 2001). CBOs in the bone district have not been shown to have normative mechanisms that can encourage the independence of a community, especially in the government programs that channel aid in the form of money or financing. Almost all programs that are spawned by the central and regional governments are poverty programs that always involve financing. The programs are supposed to be able to empower the government and the community, while the tendencies actually show the powerlessness of the government in running the program and the failure of its implementation in the field. This is because the initial focus of the formation of the WFG was not based on an awareness of the shared need for economic and social development. The formation of the WFG was more about pursuing government assistance for the benefit of a group of people or their community.

CBOs, which conceptually refer to an active process whereby the beneficiaries influence the direction and implementation of development projects, are able to empower their communities and implement multi-stake-

holder government policies. However, it turns out that this community is not able to achieve the value that is expected, namely empowerment, capacity development, effectiveness and efficiency as the main purpose of community participation (SARMA, VICARY & HOLDREGE S, 2004:15) As the implementers of this policy, CBOs have not yet developed a normative mechanism that can meet the wishes of the farming community as the beneficiaries of this policy. This happens because in addition to not yet developing innovative methods in garden management, the spirit and work of mutual cooperation is no longer dominant when solving common problems.

### 3.6 Regulative System in the Implementation Network of Food Diversification

Regulative systems are one of the important elements of the institution. This system is a guideline for the network members to behave. In this case, they regulate what should be done and what should not be done in the context of achieving value, namely increasing food diversification. In this policy, the government makes a SFHA program that makes use of yards and B2SA or various foods for consumption by local communities in accordance with the local commodities of the region. In the program, the government makes a rule or regulation where every peasant woman who wants to get help first should form a group with other peasant women. In this formation, the local government will check the feasibility of the peasant women joining while regarding the strict requirements, before they will join the Prospective Land and Prospective Farmers. This is very bureaucratic according to some WFGs.

The regulation comes from the government as the provider of the funds, where each WFG must comply if they want to get help. However, the sanctions for violating WFGs and the rewards for those who have achieved them are not clear. To achieve this, CBOs need to agree on the coercives that emphasise the collective agreements for punishment and the rewards. Clarity about this will provide motivation for the WFGs to strive for the rewards because an individual will tend to do an activity if the activity provides value for themselves, as per the value proposition of Homans (Ritzer & Goodman, 2004). Rules and sanctions impose limits and influence the

behaviour of institutional members. If these rules and sanctions benefit them, they will be a powerful motivator for their activities. The regulation and sanctions have not been able to regulate the behaviour of the members of this institution to encourage them to solve problems and to meet the needs of the community as the target group of this policy.

#### 4. CONCLUSIONS

The government is very instrumental in the success of the policy of food diversification through the SFHA program. However, in the implementation of the policy, it has not shown significant success and it has even failed. This is because the government, as the policy maker in the SFHA program, does not look at the geographical, cultural and character conditions in each region. In the development of vegetable binit, the government went ahead in a uniform manner without conducting a review of what local commodities were needed in each region.

Likewise, Community-Based Organisations have not been able to empower their communities to get above the poverty line. This involves a mechanism or a system that can encourage the local people to get involved in the program as needed. The local community or WFG does not yet have a cognitive system that can succeed at the SFHA program. This is because the common beliefs of the stakeholders are different from the other stakeholders. The government continues to strive for the success of the food diversification policy but the beneficiaries who are members of CBOs or WFG no longer have the orientation needed for the program's success. Knowledge sharing is dominated by personal interests when getting help from the government. The same thing occurs within the normative system; the government has made various efforts to reduce the amount of poverty and stunting in the district by running PSFHA programs as part of the value of this institution. Efforts made by the government to achieve this value are 1) SFHA and B2SA policies and programs, 2) the formation of farmer women's groups, 3) budget allocation for the WFG that runs the SFHA and B2SA programs and 4) the provision of assistance (skills). These efforts are the norm for this institution but they have not been able to support the achievement of food security. This is caused by insufficient resources compared to the amount of WFG. Likewise, the regulative system has not demonstrated clear regulatory mechanisms by manipulating the rewards and punishments to motivate them to run the SFHA program.

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Revista de Ciencias Humanas y Sociales

Año 35, Especial No. 22 (2019)

Esta revista fue editada en formato digital por el personal de la Oficina de Publicaciones Científicas de la Facultad Experimental de Ciencias, Universidad del Zulia.  
Maracaibo - Venezuela

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