

# STRENGTHENING INNOVATION CAPACITY OF LOCAL GOVERNMENT: A CASE STUDY OF DIRECT SEED PLANTING PROGRAM OF AGRICULTURAL DEVELOPMENT IN BONE REGENCY, INDONESIA

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## ABSTRACT

The regional government of Bone Regency is promoting innovation in the agriculture sector. This is an effort to increase rice productivity in Bone District which is a national food barn. The reason to conduct the research because as a national food buffer in South Sulawesi, rice productivity tends to be in a stagnant position. Whereas the potential of available resources is quite adequate. Various obstacles encountered in implementing this innovation, so it needs to be explored from various aspects one of which is institutional strengthening in the structure approach and innovation of the teamwork. This study aims to explore and uncover conditions for Institutional strengthening carried out by the Regional Government of the Regency of Bone by analyzing the Structure and Innovation Team approach to find the causes of the lack of results of innovation in the direct seed planting program. This research method uses a qualitative approach with an explanatory level of analysis carried out in the local government of Bone Regency. The focus of this research includes the structure approach and innovation work team in Bone Regency considering the large number of actors involved in implementing innovation. The process of data analysis is carried out with the stages of Data Collection, Data Reduction, Data Presentation, Verification and Conclusion. The results showed that Stakeholders were identified through assignment matters that were directly related to the main strategy of direct seed planting. The head of district of Bone as the innovation leader approached the expansion of authority with the TNI (Indonesian National Army) in reacting to the absence of legislation that specifically regulates sectoral management to intervene in the implementation of the direct seed planting Innovation program. The head of district held a limited meeting through the *Tudang Sipulung*, involving Indigenous Leaders (*Pananrang*), BMKG (meteorological and geophysical agency), TNI (Indonesian national army), the Police, the relevant regional device organization as well as Farmer Groups and the community to distribute independent and autonomous authority over each actor in the innovation structure. There is a pattern of substantial division of authority to regional device organization who become stakeholders even though sometimes overlapping authority and sectoral egos in the management of innovation direct seed planting.

**Keywords:** Institutional Strength, Innovation, Innovation Structure, Bone, *Tudang Sipulung*.

## INTRODUCTION

Public policy innovations are able to encourage regional competitiveness amid the high level of competition between regions. The variety of awards for innovation as well as competition between regions that fosters the spirit of innovation from all agencies in the region. Bone Regency is no exception, the Government of Bone Regency has several times received awards for innovation given by various institutions, both ministries and NGOs concerned

with innovation. Bone Regency has won an award to the regional heads who are successful in innovating. Of the 35 regional heads who won the 2016 Innovative Regional Head award (KDI), Bone Regency innovated by changing the mindset of farmers from hambur directly to transplanting crops. As a result, in 2015, rice production in Bone reached 983,000 tons with a productivity of up to 5.8 tons per hectare. This year the target is to produce 10 tons per hectare. This increase was also followed by an increase in rice harvested area from 131,035 hectares in 2013 to 182,209 hectares in 2016, an increase of 51,871 tons. Data on the increase in planting area and harvest area is followed by an increase in rice production by 281,081 tons from 777,731 tons in 2013 to reach 1,058,812 tons in 2016, or an increase of 36.14% within a period of 3 years. The results of this measurement can be used as an evaluation material for regional development performance which will have implications for reforming policies, strategies and programs related to innovation and competitiveness. Grindle (1997) in capacity building and models of management and government innovation that strengthening the capacity of public organizations can be done with human resource development, institutional strengthening and organizational reform while Kim, et al (2007) develop through the quality of management and government innovation: empirical study. In developing innovation management capacity there are structures and systems including 1. team structure 2. knowledge development, 3. reward systems, reciprocal evaluation systems. Furthermore, Albury, (2003) said that failure in innovation is caused by failure to overcome existing obstacles, among others: reluctance to close programs that fail, excessive dependence on high performers, technology exists but organizational culture & structuring is hampered, there are no rewards or incentives, inability to face risks & change, & short-term budget planning, administrative pressures & barriers and a risk aversion culture (Abdullah, 2016). The Atabela innovation program is an innovation by changing the mindset of farmers from scattering directly to transplanting crops, which consists of: a change in mindset, land clearing, collaboration and agricultural infrastructure development. The aim of the innovation is to increase rice productivity but the Atabela (Direct Seed Planting) innovation program only has a significant effect on the increase in land area and harvest volume. These conditions attract the author's interest to explore the reality of food specifically the problem of innovation management capacity that has a direct impact on agricultural productivity with rice commodities through the theme of the study: How is the Management Capacity of Local Government Innovations: A Case Study of Direct Planting Program for Agricultural Development in Bone Regency, Indonesia.

## RESEARCH METHOD

This research method uses a qualitative approach to the data analysis process which is carried out with the stages of collection, reduction, presentation, data verification and conclusions. Using the spiral model, organizing data, reading and making memos and providing descriptions and interpretations. data sources in this study are primary data and secondary data and documents in the form of local regulations, district head decisions, print and electronic media, obtained by researchers. The informants consisted of the Regent, the head of the agriculture department, the head of the food crop office, the head of the culture department, the head of the village community empowerment department, the relevant OPD, the head of the bulog, members of the DPRD. The focus of this study is to describe the structure and systems including structural systems, innovation development, awards and mutual evaluation in the implementation of Atabela innovations in Bone Regency.

## RESEARCH RESULTS AND DISCUSSION

Based on the facts about the structure and the system emphasizes aspects of the team structure, in the implementation of innovation, innovation knowledge development systems, awards and evaluations and feedback through innovation Atabela in Bone District which will further describe the results of research as follows:

### Structures and innovation team

Based on the author's search results regarding the structure and innovation team, there are 8 (eight) Regional Representative Organizations (OPD) involved in the technical affairs of Atabela Innovation. with the main strategy implemented by the Regent in realizing the innovation. Atabela innovation (direct seed planting) changed the mindset of farmers from previously planting hambur to transplanting where the old model used by the community has been embedded as an existing value system, in order to increase agricultural production, aggressively conduct counseling, the Regent promises to provide support through agricultural facilities and infrastructure in the form of agricultural machinery, irrigation systems, pilot land clearing, provision of incentives and other meetings.

From the results of research conducted by the author it appears that the elaboration of the authority and main tasks of each OPD is 1) the Office of Agriculture for Food Crops and Holtikulutura. This service is technically responsible for general agricultural affairs; 2) Water Resources Management Office, Regulates the affairs of river flow distribution for irrigation of agricultural land; 3) Public Works and Spatial Planning Agency, technically has a role in providing physical infrastructure such as dams and modern irrigation; 4) the Department of Food Security in the fields of food availability, food insecurity, food distribution, food reserves, diversification of consumption and food security; 5) Environmental Agency, This Office has the authority to determine the point of opening new land as Atabela pilot land; 6) Empowering the Village Community, technically it has a role in the socio-economic affairs of the village community, the majority of which are farmers; 7) Office of Culture, this service deals with administering customary affairs in which the district of bone clearly has a set of customary rules for farming; 8) District and Village Regional Governments, the existence of which is very substantial in the delegation of monitoring and supervision affairs to the instructions and directions of the Regent.

Apart from the Bone Regency OPD, there are also a number of Institutions outside the Government of the Bone Regency that are involved in matters of agricultural innovation, namely: 1) the Meteorology and Geophysics Agency which is responsible as a mediator between traditional and modern matters regarding farming time; 2) KODAM HASANUDDIN (formerly Wirabuana) in an effort to increase overstock of South Sulawesi rice production; 3) Farmer Groups; 4) Indigenous Peoples (pananrang) of all the DPOs involved in Agricultural Innovation, basically it was the Bupati's instruction that the food affairs were indeed sectoral. However, the biggest difficulty is how to manage it, because each department has its own working area. So there is a possibility that the more organizations involved in the innovation program will support innovation, the more likely the innovation will be realized well. According to the Office of Culture, the resistance caused by the innovation program is caused by people's fear of changing the tradition of farming that has been going on for generations. Therefore, the Bone Regent involved non-agricultural stakeholders to exercise their authority with an emphasis on implementing Atabela innovations. Preservation of traditions and other traditional rituals is carefully encouraged to mediate. The Regent specifically instructed to prepare a work program related to Atabela (Direct Seed Planting).

In addition to regulating agencies that carry out agricultural programs through development planning meetings and work programs, Atabela innovation is also carried out by utilizing central government programs. such as a land area of 550 hectares from the paddy print program in collaboration with the Ministry of Agriculture in Latteko Village, Awangpone District, Bone Regency, South Sulawesi, through the Director of Expansion and Protection of Land (PPL) from the Ministry of Agriculture, the expansion of paddy print area spread across the South Sulawesi region reached 1,395 hectares, the largest area in Bone Regency, which is 550 hectares, the allocation of expansion of paddy fields in Bone Regency from 2016 to 2018 has reached 2,950 hectares intended to increase rice production performance. In addition to efforts to repair dams since 2015-2018 there are 3 dam rehabilitation, namely Sanrego Dam (2015), Palakka Dam (2017) and Ponre-Ponre Dam (2018). Furthermore, the involvement of BMKG (Meteorology and Kemophology and Geophysics Agency) was invited to socialize planting time with a technological approach that is scientifically similar to traditional approaches so that there is no need to contradict, the Regent of Bone in implementing innovation or atabela divides the team structure strategy into 3 variants, namely:

1. Program Strategy Implemented by the department that has the main affairs of agricultural development such as the agriculture department, food crops and horticulture, the Department of Food Security, the Department of Public Works, the Department of Water Resources Management;
2. Partnership Strategy Implemented by encouraging relevant agencies to collaborate with variants a. Between Bone district OPD b. Bone Regency OPD with the Province and Central Government c. Bone regency government with other agencies;
3. Pilot, awareness and supervision strategies are implemented by maximizing OPD that are not directly related to agricultural development but are in contact with other strategy variants such as a. The Office of Culture in mediating between indigenous peoples and the district government b. Farmer groups as a medium of counseling and outreach c. Village Community Empowerment for farmer economic assistance d. Military in terms of supervision to maintain community consistency.

### **Innovative knowledge sharing system**

Presentation of the results of the research in the previous section at least has provided evidence that the Atabela innovation (Direct Seed Planting Tool) has a network that is formed even though this network does not fully accommodate the stakeholders involved even though in each action the work structure is interrelated with authority in the innovation program Atabela is directed to share information and knowledge consistently. Knowledge of the opportunities for successful innovation is a dynamic learning process among organizational units in the District of Bone, promoting new ideas with a creative imitation process which the author then ranks in the dimension of data collection in the form of 1) Key Resources of each stakeholder; 2) Network of authority that is formed on each attribute of Atabela. Department of Agriculture is responsible for general agricultural affairs. With the support of resources in the form of agricultural policy through fertilizer subsidies and extension workers, including extension workers and farmer groups scattered in the Districts of Bone Regency.

Rice fields that use the old tradition with scattering planting and tend not to follow innovation or atabela are the main targets in this case the role of stakeholders in innovation are large BMKG, Military, Culture Office, Farmer Group, Village Community Empowerment Office based on each function and description the task of changing the mindset of farmers from hambur planting to transplanting.

The Office of Culture and Farmer Groups facilitate meetings between farmers and the government. One example is the sipulung or consultation of pre-planting residents. The Sipulung Tudang aims to reach an agreement between farmers and the government to determine cropping patterns and planting climate in order to minimize harvest failure. so as to increase the productivity of agricultural products in the District of Bone.

Tudang Sipulung still plays an important role for farmers in overcoming everything aimed at increasing productivity results. proven by the enthusiasm of the farming community actively involved in the implementation of the Sipulung Tudang, especially at the village level, although there is no funding from the relevant government but self-help by farmers and PPL as well as the village government, there is a sipulung warehouse as well as at the district level. at the district level also has a very large role to unite perceptions about all matters relating to rice, both cropping patterns and rainfall conditions, technology, pests from the decision will later be carried out sipulung back at the district and village levels . This sipulung warehouse is carried out once (rendengan) or twice a year (gadu), if it is not carried out during the rendengan season, it must be held during the gadu season and vice versa. The second area is an old rice field area which is ready to carry out innovations where this area then gets "abundant" resources in the form of a smooth fertilizer subsidy, providing tractors, repairing irrigation for those who already have irrigation and water pumps for simple irrigation as well as agricultural extension agents who are intensely assisting. The abundance of agricultural support is a form of the ability to maximize the assistance of the central government through the Ministry of Agriculture and the Ministry of Agriculture assistance since 2014 until now, 4.5 years amounting to Rp.15 trillion went to Sulawesi Selatan. Irrigation is almost 400 thousand hectares and Bone has a lot of tertiary irrigation. The dam was built to irrigate the rice fields and other crops of the rice paddy printing and agricultural mechanization program carried out by the Ministry of Agriculture in the Jokowi-JK era, reaping results that would certainly accelerate the achievement of national food self-sufficiency. Thanks to the collaboration between the Ministry of Agriculture and the Army, the printing of paddy fields was achieved compared to 2014, paddy printing in 2015-2017, up to 400% so this is the highest increase in the history of agriculture in Indonesia. Then the assistance of agricultural machinery from 2014 to 2018 reached 423,197 units, an increase of 1,526%. With agricultural tools and machinery, it saved Rp361 trillion. If planting rice manually, the third area is a demonstration plot, in this area there are many stakeholders who exchange resources. An example is the opening of new land that involves Public Works for irrigation development, the Water Resources Agency in allocating water Discharge and the Environmental Office for determining the opening of new rice fields so that in this study in line with Kim (2007) related to the innovation capacity of a system of knowledge sharing about innovation especially in innovation.

### **Evaluation, *Feedback and Reward***

From the results of the study it was found that Regarding the evaluation of Atabela, there was absolutely no official evaluation model to find out to what extent the innovation was successful, the success of the innovation was only based on data on increasing the number of harvests. the fact that, there is no evaluation on the Atabela program due to the absence of actual legislation with the nomenclature "Atabela" but only limited to political and strategic steps from the Regent of Bone. This condition makes it difficult to find out how successful the innovation was carried out. Another case with an evaluation carried out politically, the provision of punishment and rewards was evident in the efforts of regional governments to overhaul the community's agricultural procedures. The way to "punish people who are not consistently carrying out their commitments is to postpone assistance to farmers until the

farmers want to try Atabela. Sanctions to the community, sanctions to inconsistent officials are even more severe, Bone Regent does not hesitate to provide rotation threats if there are officials who are not committed to this effort. In line with the system of giving sanctions or penalties and awards by involving farmer groups at the national level it is important for the implementation of continuous innovation in Bone Regency.

## CONCLUSION

The innovation team structure is identified through task assignments that relate directly to Atabela's main strategy. The Bupati of Bone as the innovation leader approached the expansion of authority with the TNI (Indonesian National Army) in reacting to the absence of legislation that specifically regulates sectoral management to intervene in the implementation of the Atabela Innovation program. The Bupati of Bone held a limited meeting through the Sipulung Tudang or a community consultation process as an innovative knowledge development system involving Indigenous Peoples (Pananrang), BMKG, TNI, Police, relevant regional apparatus organizations (OPD) as well as farmer groups and the community to distribute independent and autonomous authority towards each actor in the innovation structure. There is a pattern of substantial division of authority to DPOs who become stakeholders even though sometimes overlapping authority and sectoral egos in the management of innovation or atabela due to unclear evaluation systems even though there are no clear rules regarding the evaluation system for the success of Atabela innovation in Bone District.

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