

Adaptive Capacity Of Regency Governments On Adaption Of Agri-Food Research In Southeast Sulawesi Province, Indonesia

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ABSTRACT: *This study aims at analyzing the adaptive capacity of local governments in the Southeast Sulawesi Province in adoption the results of agri-food research. This study was conducted on five underdeveloped regency in Southeast Sulawesi (base on release of Indonesia Investment Coordinating Board, BKPM; 2009): Buton, Konawe, South Konawe, Kolaka and Muna. Key informants interviews were decision makers who involved in formulation Mid-Term Regency Planning Document (RPJMD) and Strategic Plan (Renstra). Furthermore, to obtain in-depth information then used snowball sampling technique. Collecting data by documentation, focus group discussions and in-depth interviewing. Data analysed by following stages: data acquisition, reduction, presentation and conclusion. The results showed that in general the adaptive capacity local government to adopt the results of agri-food research is low as indicated by the five districts studied only Kolaka Regency have been consistently adopt the result of agri-food research. Some constraints adoption of research results for the regency, were: (1) lack of knowledge and information, (2) lack of competent in human resources, and (3) the conflict of interests between the executive and the legislative. Based on this findings, it is required partnership programs to improve synergies between research institutions and local government*

KEYWORDS: *adaptive capacity, agri-food policy, local governments, adoption of research results, conflict of interest*

I. INTRODUCTION

The euphoria of regional autonomy has derived the paradigm that the autonomous regional government have unlimited authority to determine its own development agendas. As consequences, economic development far behind political development in policy makers agendas. According to the release The Ministry of Home Affairs in 2012 stated that 70 percent of the new regions is considered failed. Despite the failure of the autonomous regions and underdeveloped regency not only occur in new regions; but also potentially for the main regions. As a phenomenon in Southeast Sulawesi shows that underdeveloped of regency not only occur in new autonomous regions, but also the main regions. Based on data from Indonesia Investment Coordinating Board (BKPM)¹ in 2009 revealed that 2 out of 5 is not an underdeveloped regency is main regions. The five regency that underdeveloped in Southeast Sulawesi Province are: Kolaka, Konawe, South Konawe, Muna and Buton. In the publication by the BKPM also presented that the whole regency has the potential in agri-food.

The slow economic development progress among regency indicate that the agri-food (agricultural) sectors has not had a mayor effect on economic development yet. Food and agriculture still considered as subsistence sector with low productivity. So it is reasonable that food and agricultural sectors is not priority in development agendas. However, slowing the effects of development agri-food is not because subsistence in the nature; but agricultural development model is constructed based on comparative advantage only, not competitive advantage. So that the output of agri-food always lose in the competition. Agricultural development requires knowledge apply a competitive advantage concept. So the success of agricultural development requires the transfer of science and technology. Although it must be recognized that adoption the results of research by local government is highly dependent on the adaptive capacity of the local government. This adaptive capability can be sourced from the quality of resources (human, natural, and funding), communities of farmers and non-farmers, as well as the structural constraints of policy formulation itself. Thus, to examine the possibility of the transfer of science and technology strategy, it is important to studied adaptive capabilities associated with the adoption of research for policies formulation by local government in the region of Southeast Sulawesi. Several studies on the implementation of research results has been carried out by the Court and Young (2003); and Milani (2009).

Research Court and Young (2003) studied of success and failure implementation of research on the application of the 50 states; while Milani (2009) mapped the strategy used by research institution in the

implementation of the research results. As this study emphasizes the adaptive capacity of the local government in the adoption of research results. The main purpose of this research is to analyze the adaptive capacity of local governments in adoption the results of agri-food research. The results of this study are expected to support connectivity between research institute and local governments, building adaptive capacity of local government, and integration local government needs in applied research.

II. METHODOLOGY

This research was conducted on five underdeveloped regency in Southeast Sulawesi Province: Kolaka, Konawe, South Konawe, Muna and Buton. Key informants interviews were decision makers from the Regional Development Planning Agency (BAPPEDA) and Department of Agriculture Food Regency who involved in formulation Mid-Term Regency Planning Document (RPJMD) and Strategic Plan local government unit of work (Renstra SKPD). Furthermore, to obtain in-depth information then used snowball sampling technique. Collecting data by documentation, focus group discussions and in-depth interviewing. Data analysed by stages: data acquisition, reduction, presentation and conclusion. The determination of high and low adaptive capacity based on the ratings of adoption of research results in policy formulation: 'always refers to the results of research' associated with higher adaptive capacity; 'sometimes referred to research results' being associated with moderate adaptive capacity, and 'do not ever refer to the results of the research' indicate low adaptive capacity.

III. RESULTS AND DISCUSSION

Adaptive Capacity of Local Government in Adopting Results of Research in Policy Formulation

The findings of this study presented in Table 1. Table 1 shows that in general local government in the Southeast Sulawesi has not refer to the results of research in the formulation of policy or determination of the work program. On the policy formulation of the five regency was studied only Kolaka who consistently refer to the results of research. While Muna Regency sometimes referring to the results of the research. On the other sides, the five regency studied recognized that the convergence of the results of research with the vision and mission of the regents are important prerequisites that must be owned by the results of research that will be adopted by regency governments.

Buton Regency : Table 1 shows that the results of research have not been used as a reference in determining policy in Buton Regency. These findings indicate that the adaptive capacity of agri-food research results in Buton Regency Government is low. This condition is caused by two main factors: (a) the lack of human resources in field food agricultural, and (b) lack of knowledge and information resulting from the research.

Lack of human resources Food Agriculture Regency Government : Buton is a new autonomous region, it is affecting the region's economic performance in the new build, including the availability of resources who are competent in the field of food and agricultural as impact lack of recruitment of human resources. Lack of human resource recruitment in Agriculture Departement more due to that food agriculture sector is not a priority sector in the Buton Regency.

Lack of knowledge and information on research : The results showed that Buton not actively engaged in research activities that is caused by limited budget and lack of research activity in Buton Agriculture Office. Even Buton Regency Agriculture Office has never been involved and receive disseminating results of research from university or research institutions, as well as the lack of information systems research results. Associated with the lower bargaining Department of Agriculture Buton in policy decisions at the end of the level policy formulation as presented in Table 1, it caused that agri-food sector has not as a priority sector in the regions, and not because the conflict of interests.

Konawe Regency : Table 1 shows that the Konawe Regency has not adopted agri-food research results yet in policy formulation is more due to lack of knowledge and information of research. Lack of knowledge and information on the results of research have been formed by the inactive policy makers in research activities as a result of limited budget. Even in field conditions showed that Konawe Regency not have research information system and never receives disseminating research results from universities and other independent institutions. On the other hand, the bargaining of Department of Agriculture and Plantation Konawe Regency in determining policy that is more due to strong because agricultural sector is a major priority in the development program in the Konawe Regency.

TABLE I
Matrix of Adoption Research Results of Lokal Government in Southeast Sulawesi

NO	Descriptions	Konawe	Konawe Selatan	Kolaka	Buton	Muna
1	Bargaining in determining the final level of the program	Strong	Strong	Strong	Weak	Weak
2	Referral Research	No	No	Referring	No	Sometimes
3	Constraints adoption of research results	The lack of knowledge and information	The lack of knowledge and information	Less competent in human resource (Farmers)	Less competent human resources (staff and decision makers)	Conflict of interest (legislation level)
		-	Lack of competent human resources	-	The lack of knowledge and information	The lack of knowledge and information
4	Prerequisites Adoption Research Results	Research results will be adopted if it fitted with the vision and mission of regents				Political will
5	The existence of information systems of research results	Unavailable				
6	Activeness in research	Inactive	Less Active	Active	Inactive	Inactive
7	The involvement in the dissemination of research results	Inactive	Active (results of research from BPTP)	Active (results of research from BPTP)	Never	Inactive

Source: Called from primary data

South Konawe Regency : Factors that cause the agricultural sector is less developed in South Konawe Regency based on the results of interviews and focus group discussions were: (1) lack of capital, (2) infrastructure, (3) low -quality human resources, and (4) technology. The basic problems and less developed agricultural sector would be one solution found through adoption of research results. But the adaptive capacity of the government to research South Konawe still low. Some of the constraints in the adoption of research results South Konawe Regency as presented in Table 1.

Lack of knowledge and information on research : The results showed that decision maker of food agricultural policy on the South Konawe not actively engaged in research activities that is caused by a lack of budget. They involved only when review the farmer group proposals then perform field verification and analysis of technical feasibility. In fact they have not received the continuous dissemination of research results from universities and other independent institutions, and only study of Officials of the Assessments Institute for Agriculture Technology (BPTP). On the other hand, the Department of Agriculture South Konawe also does not have the information systems for research.

Lack of competent human resources in adopting research results : South Konawe Local Government particularly the Department of Agriculture and Animal Husbandry has 78 staff. Staff educated post graduate were 3 people, undergraduate 26 people. Among the 29 highly educated staff, the Department of Agriculture and Animal Husbandry South Konawe also have specialized staff competence in the field of food and agricultural, but due to lack of knowledge and information, especially the results of the research led to underdevelopment of their expertise. Bargaining Department of Agriculture and Animal Husbandry South Konawe in determining the policy to be more powerful because agricultural sector has become a leading priority

in South Konawe Regency; and Formulation Strategic Plan Team also actively coordinating with the BAPPEDA in determining program through assistance to provide an explanation of the proposed programs.

Kolaka Regency : The results showed that the adaptive capacity of results of agri-food research by Kolaka Regency is high because the Department of Agriculture, Horticulture and Animal Husbandry has consistently refer to the results of research are acceptable. However, although the results of the research have been used as a reference in determining policy in Kolaka, there are still some constraints encountered in its application. These constraints are the low quality of human resources of farmers. The implementation of research at the farm level is still very weak. It is more due to the lack of adaptive power of farmers in the adoption of research results, including the farmers refuse to change patterns that have been done. On the other hand, bargaining the Department of Agriculture, Horticulture and Animal Husbandry in determining policy that is more due to strong because agricultural sector has become a major priority in the development program The Kolaka Regency.

Muna Regency : The fundamental problem faced in agricultural development in Muna Regency as stated in the Strategic Plan 2011-2015² terms of Department of Agriculture are:

- [1] The lack of availability of infrastructure and facilities involved infrastructure land and water.
- [2] Undeveloped of seed institution
- [3] Production and productivity of agricultural commodities remains low
- [4] The lack of farmers' access to capital
- [5] Food insecurity and diversification is not running
- [6] Weak institutional capacity, farmers and agricultural illuminator
- [7] Farmers exchange value in crop sub sector is still low
- [8] Economic sectors not connected yet to support agricultural sector; and agricultural bureaucrats performance is not optimal.

The eighth problem seems not finalized yet through support of research related. Because the results of this research showed that the adaptive capacity of implementation research for the local government of Muna is moderate. As for some of the constrains to the adoption of research results by Muna Regency Government, as presented in Table 1 that the adoption of research results influenced more about conflict factor between interest group (executive and legislative). Departement of Agricultural in Muna Regency lacks bargaining because the determination of the final policy still dominated the political element in the level of legislation. On the other side, Departement of Agriculture in Muna Regency has not been actively involved in research activities. Nevertheless, it is sometimes invited for dissemination of results of research from other institutions, and also does not have the information systems research results.

IV. DISCUSSION

Constraints Adoption Results of Research : Results of studies have shown that in general the regency in Southeast Sulawesi Province has not adopted the results of research in the formulation of policies that are caused by three main factors: (a) lack of information and knowledge about results of research, (b) lack of competence of human resources, (c) the conflict of interests at the level of legislation.

Lack of information and knowledge : Lack of information and knowledge becomes a major constraint in the adoption of research results by the government regency in Southeast Sulawesi thas is caused by the lack of dissemination of research results of researchers and research institutions including universities. Results of previous studies revealed that the dissemination of research results through workshops also be an important factor to research adoption, especially if researchers involved as consultant for a target group, as the experience of the Group of Analysis for Development (GRADE), program administration and preparation of the evaluation design students in Peru (Court and Young, 2003)³.

The same was done by the European Union (EU) and European Research Area (ERA) to publish the results of research in the "European Research in Action", in order to provide an understanding and a better formulation for issues of wider public interest at forum "Dialogue workshops", for researchers, policy makers, NGOs and communities. So is the case with the United Nations University (UNU) to promote in short-term pilot project and build situational diagnostics on some of the issues with publishing policy studies/ research briefs for each research project, advocacy, and organizing policy forums for the dissemination of UNU activities (Milani, 2009)⁴.

Lack of Competent Human Resources : The research findings have shown that the adaptive capacity has not adopted the results of research on the regency in Southeast Sulawesi strongly associated with competent human resources both policy makers and farmers community. It is thus very important to educate the public level as success of the Council of Scientific and Industrial Research Institutes in Ghana, one of which perform at the level of public education so that affect the success of the theirs research project (Court and Young, 2003).

Conflict of Interest group : Conflicts of interest is also one of the constraints to the adoption of research results in the government regency in Southeast Sulawesi, especially Muna Regency. This finding is in accordance with the results of research by IDS (2006)⁵ revealed that in several countries the determination of problems and solutions in the decision making often involves a variety of interests, discourse / narrative or actors and networks. These findings also support the viewpoint of O'Dwyer (2004)⁶ which states that social policy as a very rare manifestation of a political decision based on the results of social science research, but rather as a result of political pressure by the social actor, activist organizations, special interest groups and the media; and support the viewpoint Dahl (1961)⁷ stated that the policy is more of a political process.

If the policy has been included in the political sphere alone, so although the initial results of the research was adopted, but it is possible eventual failure, as the experience of the Institute for Research on Planning and Development in Iran is the Iranian-UNDP Joint Project from 1996 until 2000. On the other side the process of formulation of government policy in Indonesia in case Mid-Term Development Planning (RPJMD) and strategic plan document, based on Kepmendagri number 050-188-2007 divided into three processes: the technocratic, participatory, and legislation and administrative. The researchers can participated in a participatory process. As views of Crewe and Young (2002)⁸ argued that there are interactions between the political, institutional and evidence (research).

Prerequisites Adoption Research: Research Compliance with Regent Vision and Mission :Results of studies have shown that policy makers in the regency recognised the need results of research fitted well with the interests of regent. This is accordance with project experience GALASA (Group Approach to Locally Adapted and Sustainable Agriculture) 1998 in India was adopted from the research results that easily accepted because fitted with the interests and viewpoints of policy makers. Different things in Iran with Iranian-UNDP Joint Project from 1996 until 2000, The Institute for Research on Planning and Development, which in turn results in failure caused by one widening gap between researchers and policy makers as a result of lack of vision consistency, due to political interests and personnel changes (Court and Young, 2003).The same thing also expressed by the Centre for Educational Research and Innovation (CERI) OECD, which revealed that the constraint is less successful research project Evidence-Basis Policy Research (EbPR) in field education caused by the results of research does not convergence with the policy agenda or interest (Milani, 2009).

Compatibility between policy agenda and research in policy formulation in Indonesia is very clearly visible in the process of formulation documents of Strategic SKPD and RPJMD which showed that on the regency/city level, the preparation documents besides should refer to Long Term Development Plan (RPJP) and the RPJM Provincial, program formulation also refer to the vision and mission of regents elected; and consider the condition area in terms of: strategic issues, stakeholder commitment, and local spatial plan (RTRW). RPJMD then translated into Local Government Work Plan (RKPD) that includes policies, programs, and development activities. RPJMD Provincial is a reference on SKPD in preparing the Strategic Plan (Renstra) also, then followed in the preparation of the Work Plan (Renja) SKPD. Based on the hierarchical RPJMD preparation and strategic plan, the researchers have a 'opportunity' to establish results of research in accordance with the vision and mission of regional development; either derived as a objectives, policies or programs. The 'opportunity' implementation of research results agri-food when examined from the objectives, policies, and programs of the five local government regencies studied it appears that although almost all regencies have the 'intention' to adopt the results of the research, but only Kolaka Regency who has a great chance to adopt research results, because the operationalization of the program are derived from the policy is very clearly describes partnership with stakeholders in application of agricultural technology program. While in other regency despite having a similar program, or even set out on a mission and policies; however operationalization of the policy are more internal, and even tend to the providing of capital goods.

V. CONCLUSION

Adaptive capacity of local governments in Southeast Sulawesi Province is still low, as indicated by the adoption of research results have not been consistently in the four regencies studied, except Kolaka Regency. Adaptive capacity is low due to the low competent human resources both policy makers and the farmers

community, and lack of knowledge and information about the results of research related to field agri-food. On the other hand, there is conflict of interest between executive and legislative in the end of the level legislation of development programs. It is very threaten the implementation of long-term development if the top leaders in each regency is more concerned with political interests. Moreover, the results prerequisite for the adoption of research results if the research convergence with the vision and mission of regents elected. Agri-food development model is constructed based on comparative advantage concept only, always lose in the competition. Economic development with the competitive advantage concept requires policy based knowledge. So that it is required partnership to bridging research and policy, involved dissemination program of research results to improve knowledge human resources in local government and farmers community. On the other side, required investigation about strategy to bridging research and policy, by studying: strenght, weakness, opportunities and threats in local government sides and researcher/research institution.

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