

REENGINEERING AGRICULTURAL EXTENSION

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Abstract

There are several of extension issues which are big and complicated enough from the side of identification result and solutions. Those issues become complicated because of the change of farmers' needs, free market, the development of science and technology, high expectation to extension, lack of priority, and extension institutionalization; so that reinventing people farmers, government, redefining, redesigning, reconstructing system and reengineering policy implementation.

There are seven steps of Reengineering extension: (1) to enforce law and authority, (2) to reformulate policy and decide extension strategy, (3) to reconstruct extension system in local autonomy extension nuance, (4) to implement new policy in form of extension revitalization, (5) to review bottom-up planning, participation, community based development, transparency, and accountability, (6) to place supervision, control, monitoring and evaluation (monev) on a solid footing, and, (7) to reconstruct the duty of performance report.

Keywords: Agricultural Extension, Reengineering Extension, Reinventing people farmers.

1. BACKGROUND

A series of social phenomena had happened factually in field, which is concerning to policy implementation of agricultural extension and level of self-reliant among the farmers groups (Rahadian, 2010). Those phenomena are:

- a. Lack of farmers' and sailors' accessibility to participate, need of supports or demands from central and local government. They have no access to influence the process of formulation, implementation, and evaluation of agricultural extension policy that become their demand and need because of peasantry weakness on bargaining power to position and power of the executive and legislative representation.
- b. Lack of the farmers' and sailors' ability to use governance products in from of public and civil service) and opportunity reduced to get benefit on those products.
- c. Sub Culture of Social (SCS) is farmers groups, sailor and community that do not have any ability and have not been self-reliant yet to have function, integrate and synergize in policy implementation of agricultural extension, which is built in the framework of system and agribusiness, food endurance and agricultural revitalization oriented to farmers' income increase and welfare.
- d. Agricultural extension policy has been misinterpreted by many executives and legislatives as an attempt to increase agricultural production, not to increase farmers' income and welfare (Slamet, 2001:3-4).
- e. Many of senior field investigators who fulfilled the requirement have been promoted for structural positions in local government (city/district), which cause lack of field investigators number in rural area. This phenomena is identical with the example of exodus Sub Culture of Social to Sub Culture of Power and Sub Culture of Economy (Ndraha, 2003:5), leave Sub Culture of Social which has no quality of "civil society" without adequate model figure, and it can cause Sub Culture of Social become weak.

- f. Function and role of existing agricultural investigators is shifted intentionally from public and civil service, and empowerment of the farmers and sailors to official duties such as regulation, facilitation, government' spoke person, success team and other duties from Chief of the Institution (*Kepala Dinas*) and to increase local revenue.
- g. Agricultural extension institutionalization in local autonomy era is experiencing the worst disorganization in Indonesia History (Slamet, 2001). It is assumed that local government do not aware with institutionalization of agricultural extension is as empowerment process based on farmers groups in agribusiness system and food endurance that is getting far away from the purpose to increase the ability and quality of farmers' resources, income and welfare sustainable.
- h. The farmers are dependent and weak in facing the issues on agricultural development which are getting more complex, such as dry climate anomaly, flood, landslide in rainy season, water functions and irrigation channels are out of order, uncontrollable high price of agro-input, fertilizers and pesticides price is going down in planting time and the price of primary agricultural products agro-output is going down in harvest time.
- i. Technology absent minded and lack of ability in marketing the primary agricultural products in trade liberalization contribute to the increase of farmers' poverty in rural area.

2. DISCUSSION

A. THE ESSENCE OF DEVELOPMENT

National development is essentially the development of entire Indonesian community. The statement that sees Indonesian people holistically who have rights, instinct and need the value of social and justice for whole people, still consistent, although it had been six times of government and regime succession who led the nation, that consequently brought changes and alter governance strategy and policy.

In the essence of human resource development policy, related to an attempt to explore natural resources potential and maximizing the use and maintaining artificial resources, while resources based development is never be apart from human will to improve value system of social, economy and politic in order to be able to match the people needs.

Theoretically, resources development and value system improvement need to be synchronized by stabilizing and conserving internal environment conservation toward development process acceleration, and anticipating external environment development related to global thread and challenge.

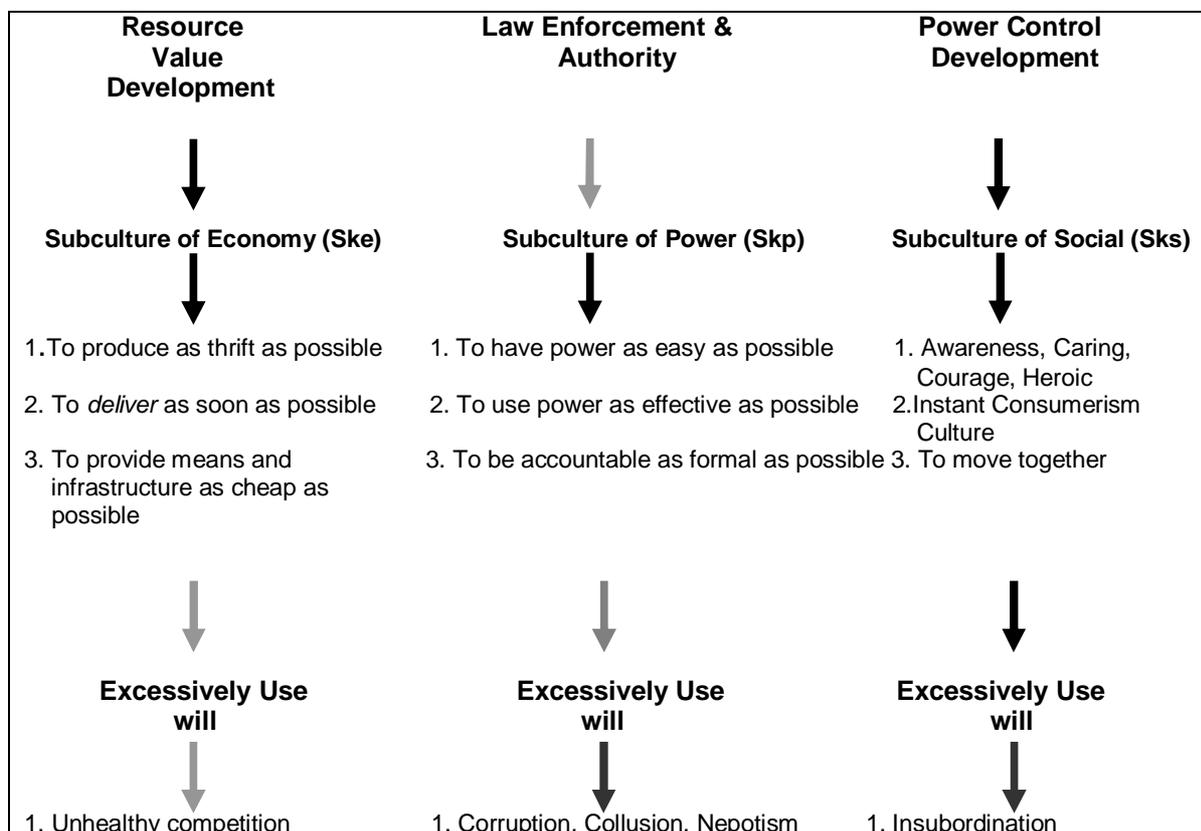
Development strategy interface is appeared intentionally, which is analyzed times and times by using the knife of governance management in order that the development goal and purpose can be achieved faster, efficient, effective and expedient. In related to resource development, environment and value system at agriculture sector in broad meaning, Agricultural Kybernology studies the dimensions of agriculture in perspective of new government studies (*Landbowe Bestuurswetenschappen*) such as human rights and accessibility on food, right to implement system and do market oriented agribusiness; existence, supply and preserve food resources (food plant, horticulture, plantation, animal husbandry and fishery); rights on farmlands, rights to apply production management, post harvest management, rights to involve in distribution process, marketing, consumption and food security, rights to participate in environmental conservation maintenance, quality improvement, decide the price and be the market agent, that are the dimensions and indicator need fulfillment of justice and welfare through improving resource values on subculture of economy, to create fairness, peace and law enforcement in sub culture of power, and power control of social community agriculture in rural, that can be seen in detail in scheme 1 in the end of this article.

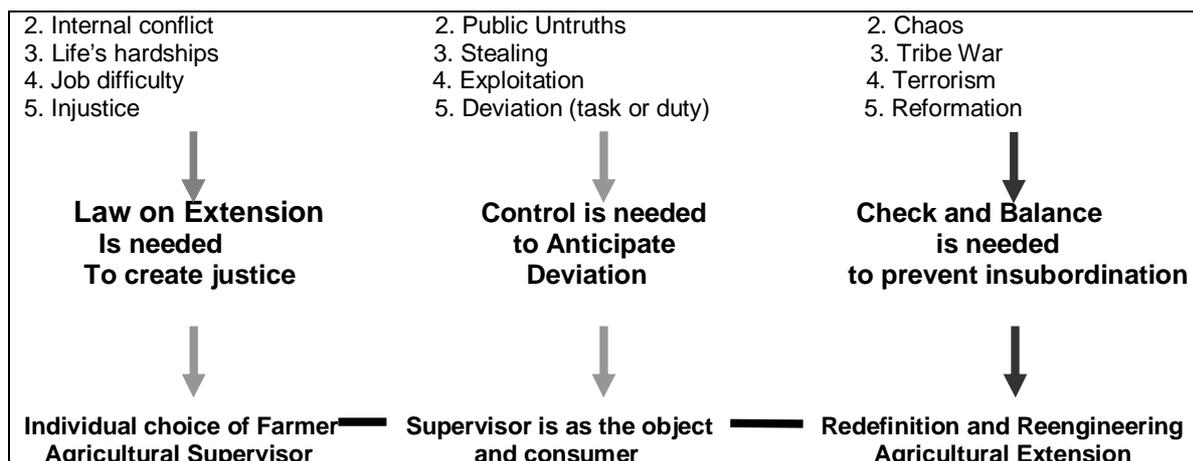
Basically, there are two kinds of system relationship happened between three subcultures, and those relationships can be seen as forward and backward linkage, and they are interdependent one another positively and negatively, are: the first, internal linkage among segments in each subculture of economy; linkage amid legislative, executive, and judicial in subculture of power, and linkage between subsystem of government bureaucracy and people in subculture of social; the second, direct interactional linkage amid three subcultures, and their linkages to external elements (influence) in form of pressures, rapid changes, and supply and demand. When a harmonious, synchronized and balanced relationship and control one another in three subcultures, a positive influence would form an advantageous structure for further interaction mechanism, for example, independent group of farmers that have been empowered, able to control providing and delivering process of civil and public service from the controller who have power (subculture of power) to subculture of social, or, in form of feedback as to give input or feed forward as to give improvement.

A linkage would be strong, weak or disappeared in a causal or correlation relationship that can be seen from the formation process of internal control chain of governance bureaucracy and external control from community.

Human instinct pressure and at no cost civil service (although charge of civil service is expensive enough, such as agricultural extension service, forestry extension service and marine extension service), and there is no choice from public service (for example, market information service product), so that the control of function become more important.

It because control function has more value rather than only as one of government management function (internal), but it has been developing, customer satisfaction must be fulfilled by government bureaucracy institution at sector of agriculture, forestry and marine.





Source: Ndraha, 2003:87.

Figure 1 Consequence on Implementation of Extension Policy
To Resources Values System

Farmers are as risk bearer of implementation of government policy at agriculture sector must be empowered to implement external control of each public policy and make them as important as internal control and evaluation of agricultural line bureaucracy management until achieving a balanced point, when three subcultures have ideal qualification, which is “a balanced score”. So, there are two essences to sharpen; first, discourse on how important is customer empowerment as user, target and policy risk bearer at agriculture sector in the framework of increasing subculture of social role; second, standardization of agricultural extension management as the instrument of internal and external control at central level (policy formulation function and standardization), provincial level (directional function and policy coordination), and municipal government (district/city government) as function of policy implementation and operation in local autonomy nuance.

Agricultural, forestry and marine extension is as one of governance strategic function, that become a unit of human resource development system; it is full of justice loaded in form of extension institutionalization, farmers group institutionalization, agricultural supervisor, farmers, fishermen and family with group approach as main actors of agriculture, forestry and marine development through learning by doing and finding by doing. Agriculture, forestry and marine extension is essentially a non formal education system (structure-less and no class – education) for farmers and fishermen, male and female in gender equity, in voluntary and democratic extension, in order to contribute more knowledge (affective), improve their skill (cognitive) and change attitude and behavior to be more productive, positive, progress and independent (psychomotor). Farmers group’s independence is the output of agricultural extension policy implementation (process), because it is attempt to help farmers group in order to be able to help themselves to empower resource, environment and value system, so that they are able to raise their income and welfare.

Agriculture, forestry and marine extension is identical with empowering farmers group, fishermen group, and family, especially at economy, social and politic sector, so that they have ability, capability and capacity to increase resource productivity qualitatively and quantitatively, and sell competitive produce, get better income and welfare as well independently and do not depend on the government. In this ideal condition, government will be more liberal to apply the principles of steering more than rowing in good governance as a will of applying modern and efficient bureaucracy management.

In the process of modern government function in this reformation era, enormous change have been happening in implementing agricultural extension policy since 1 January 2001, when Law Number 22/1999 on Local Governance was forced and revised to Law Number 32/2004.

As civil service, agricultural extension policy and other public services experience shift of paradigm principle from centralistic development policy to decentralized-/local autonomy, in order that district/city government will be able to conduct governance more effective, expedient, and efficient appropriate to the needs, choice, aspiration, localized based regional potential and supported by active participation of farmers group and community generally.

Development is not focused on central and provincial level anymore, but district and city, which was called as Second Level Region (*Swatantra* or autonomous region) and villages; and not sub district (*kecamatan*) as greater perception of functionary in autonomous region now. Transfer of 31 authorities in wide context by applying Local Governance Law and other government regulations, preceded with the transfer of apparatus of central agriculture extension become local apparatus; asset in form of means and infrastructure of agricultural extension belong to local government and managed by local government also and its fund is managed well balanced, channeled through General Allocation Fund (*Dana Alokasi Umum*), Special Allocation Fund (*Dana Alokasi Khusus*), or various fund resource of deconcentration and provision of assistance (*medebewind*) to local government (Rahadian, 2010:87).

B. THEORETICAL FRAMEWORK OF REENGINEERING EXTENSION

Idea to implement reengineering agricultural extension in Indonesia comes from complex and apprehensive issues faced by farmers, and has high cohesiveness to agricultural extension issues happened lately and it is purposed to create a conducive situation to improve skill and knowledge, and form a strong, independent farmers to raise their income and welfare (See Figure 2).

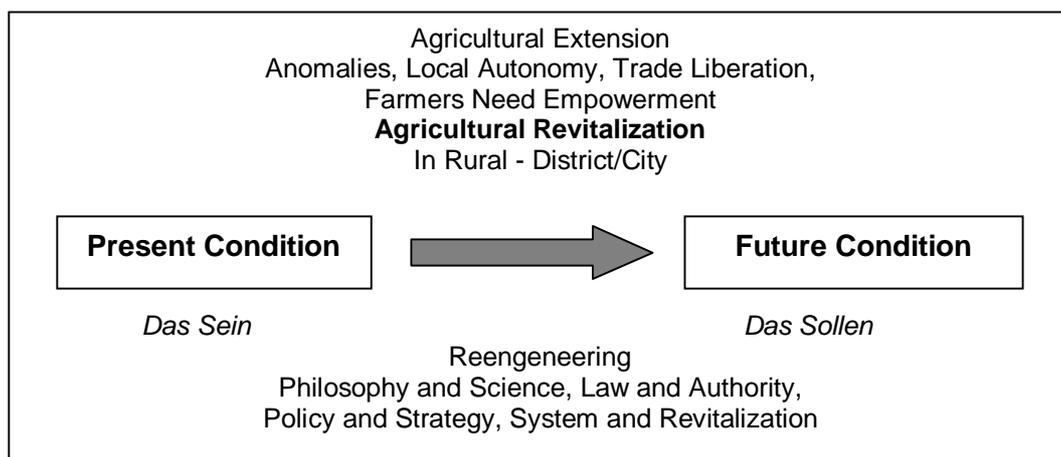


Figure 2 Theoretical Framework of *Reengineering* Agricultural

The theoretical framework of agricultural extension reengineering is arranged following standard norm of governance reengineering conducted by United States Vice President, Al Gore (1999) on the command of President Bill Clinton in Bureaucracy Efficiency Movement, consisted three main steps as follow:

- a. *Reinventing* is as a holistic study of all related aspects (extension of agriculture, forestry, and marine).
- b. Redesign is to re-draw or re-plan extension systems of agriculture, forestry and marine, which is more appropriate and receivable by all parties in local autonomy nuance and globalization.
- c. Reconstruct extension system of agriculture, forestry and marine as it can be seen in picture above.

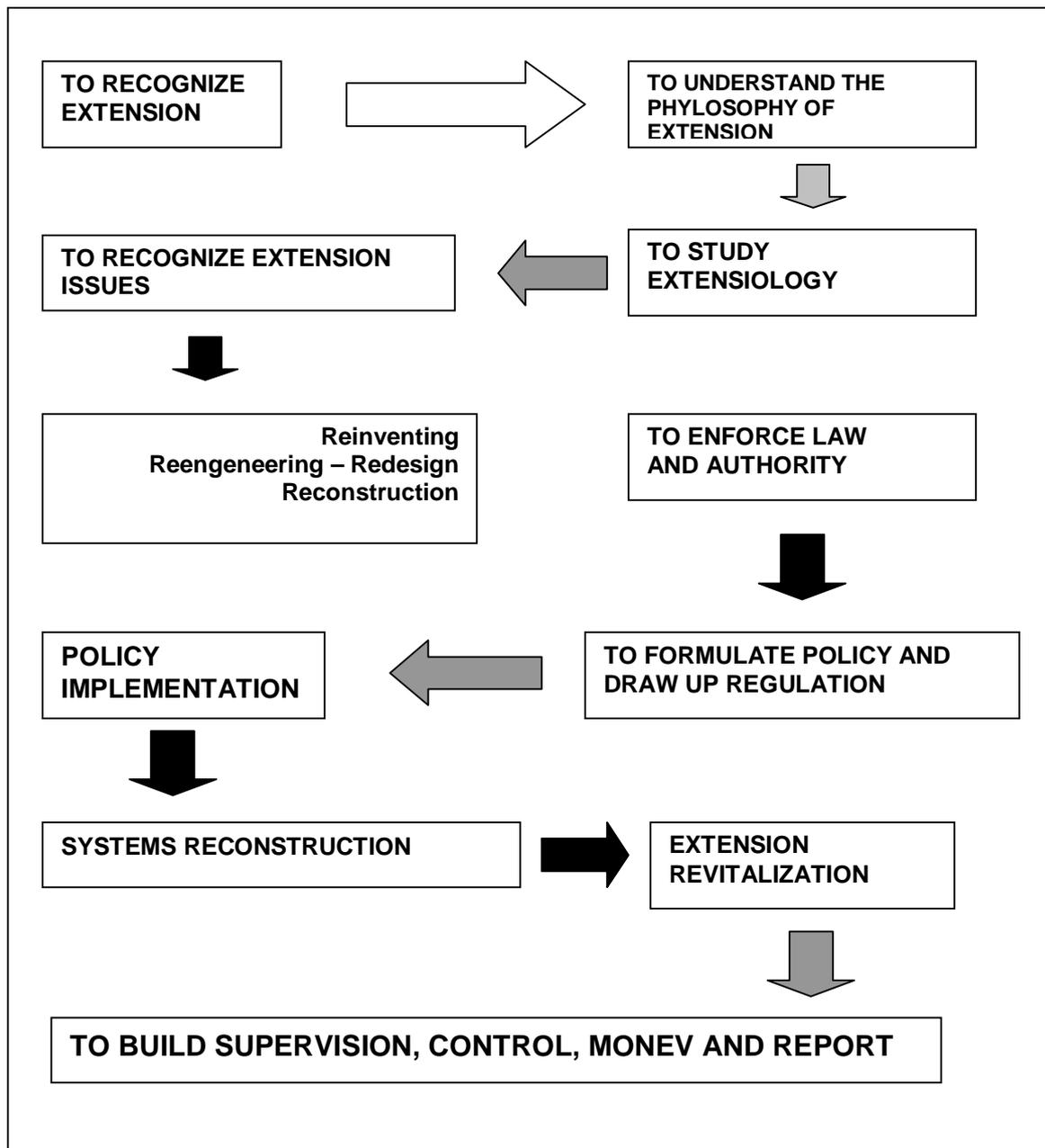


Figure 3 Reengineering Extension Steps

C. REENGINEERING EXTENSION

In the process toward Unitary State of the Republic of Indonesia as a developing country to welfare state, rise and fall of tides always happen and generally need revival or recovery done conceptually, contextually and operationally through process of paradigm shift, completion and formulation of new policy and selection fundamental strategy precisely to implement it.

A fast, fundamental and totalitarian alteration is often called as revolution, while softer and gradual alteration is often preceded with prefix de-, for example, de-militarization, de-centralization, de-regulation, de-bureaucracy, et cetera.

Rasyid (1997) defined re-formation as quoted by Ndraha (2003):

“Alteration or adjustment process of a system without destroying or change the system itself, is actually different with reformation, which is more universal in Encyclopedia Britannica, it is: Reformation movement accelerated by certain power in community is as reaction and or total and fundamental correction to the running power based on moral, economy, politic, and doctrinaire consideration”.

The terminology of reformation is used as a corrective effort to irresistible imbalance and the leader’s action against common sense implemented by them who are marginalized or suppressed.

Reformation is not only a social movement, but also as the momentum purposed to make a correction and reform continually, gradually the direction of national development that is begun to deviate, to return to the ideal of independence day’s proclamation, 17 August and the principle of Bhineka Tunggal Ika.

The idea of Agricultural Extension Reformation with new paradigm was firstly stated formally by Soleh Sholahuddin (Indonesian Minister of Agriculture Reformation Cabinet) on 9 October 1998 in front of the Governor and Regent/Mayor entire Indonesia and the participants of Coordination Meeting for Agricultural Development and Issuing Gema Palagung 2001 for paddy, corn, and soybean; Gema Proteina 2001 for protein food from livestock; and Protekan 2003 for protein food from fish, and are packaged in a whole as Self-Reliant Movement.

Apart of his speech at Coordination Meeting is as followed:

“I ask to conduct reformation of agricultural extension, including giving attention to field supervisor agriculture on extension performance, quality, facility and incentive for extension. Agricultural reformation needs appreciation and support from the Regent (Regional Head at second level in Regency) as Chief Satpel Bimas, because of the supervisors’ status currently and its institutionalization, it is BIPP, which is located in Second Level Region (Daerah Tingkat Dua/Dati II). Supervisor existence in BIPP must be supported and empowered by all lines of agricultural institution, especially Dinas and Satpel Bimas through integrated agricultural extension coordination”.

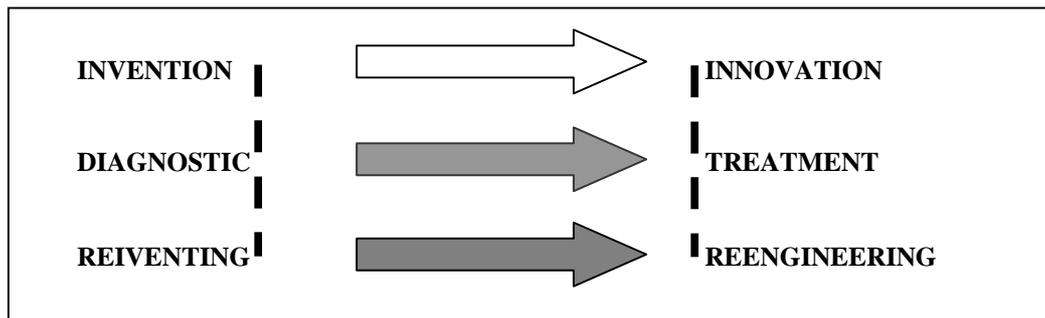
It had been two and half years that the direction of Agriculture Minister wasn’t realized and forgotten when local apparatus capacity building in autonomous region per 1 January 2001 in euphoria of implementing the Law Number 22/1999 on Local Governance.

A large number of Agricultural Extension Information Hall and Implementer Unit of Bimas in Indonesia have been removed and the rests are in few regency. This institution still exists, but its status is not clear. Reformation on Agricultural Extension version Soleh Sholahudin had lost without any trace swallowed by local autonomy euphoria and democracy learning process, which might be caused by no holistic study before, known by Re-inventing, and agricultural reformation concept in local autonomy nuance, which is understandable and

receivable by district/city government in psychological condition of bureaucracy at that moment.

Ndraha (2003) compared with the transfer of authority to local government without sufficient preparation as gun given to the terrorist who haven't got any talent to use it. It can be imagined that arrogant attitude of small kings and queens at that moment. Reinventing or reinvention defines as: **An effort to re-discover perception, discourse, vision, mission and value, followed by stipulating new policy and selection, and new strategy.**

While reengineering defines as: An effort to re-build system based on new findings. Ndraha (2003) describes the relationship between re-inventing and re-engineering as followed:



Source: Ndraha, 2003

Figure 4 Relationship between *Reinventing* and *Reengineering*

D. REENGINEERING STUDY

Reengineering study on agriculture, forestry and marine extension in form of reinventing farmers study made consider that extension concerning to farmer resources empowerment, besides reinventing government is the provider of agricultural extension is as civil service. It is implemented holistically and objectively toward all aspects, for example to the development of resource value (in subculture of economy), law and justice development aspect (in subculture of power), and power control development aspect (in subculture of social). It is aimed to implement the steps of Agricultural, Forestry and Marine Extension Reengineering efficiently and effectively, achieve the goal stipulated gradually, consistently, continually.

Activity of agricultural, forestry and marine extension is an activity of human resource development through empowering and enabling field extension apparatus, farmer and fishermen and family. So that the consequence study of farmer and fishermen empowerment to value system alteration as shown in the scheme above should be applied carefully.

E. REENGINEERING

Reengineering of agricultural extension in local autonomy nuance and globalization is implemented globally in a whole of three principles as consequence of value system alteration.

Resource value system alteration influenced by external and internal environment, direct reengineering steps.

- a. *Reinventing* is aimed to achieve or shape three conditions, they are:

- 1) to rediscover new discourse and perception, given a brief and optimistic description about vision,
 - 2) to formulate activities that should be done and performed by all apparatus lines related to functional organization/institutionalization of extension, in order to realize vision into mission,
 - 3) to decide new values that would be explored and achieved in expected condition in consequence to decision making to agricultural reengineering extension.
- b. *Redesigning* holistic and integrated system concept to all involving concept and much related to human resource development system and implementation of agricultural extension. *Pre-designing is reinvention* produce new definition and decision of reengineering new basic pattern for agricultural extension. This new design absolutely needs to pay attention to the impact of internal systems and external threat of globalization and trade liberation in the future in local autonomy nuance. In case of this, design is made without neglecting extension long history in the past as invaluable experience and teacher. Therefore, agricultural extension concept design in autonomy era refers to the future of agriculture and the better life of farmers.
- c. Reconstruction of agriculture extension system is the second step of reengineering after new design had been decided together with the policy and strategy.

Future strategy is badly determined the steps of extension system, among others are:

- 1) Revitalization of agriculture and forestry extension is as an integrated system supported and moved by a mission to serve humanity.
- 2) Restructuring of extensional institution at district/city in form of smart organization and at sub district level (*kecamatan*), it is Extension Hall (*UPTD Balai Penyuluhan*). Form of extensional institution in autonomous region needs to synchronize with principle of slim structure and rich function, efficient and effective in smart and intelligence organization. Smart organization will perform the mission for human resource development, learning and empowerment of agribusiness farmer, and to raise income and welfare.
- 3) Restructuring extension institution is very crucial, to conduct leadership re-dynamic of farmer group in order that they are able to progress rapidly to farmer institutionalization in sector of economy, agribusiness and socio politic in independent rural, that will be the second focused of local autonomy development.
- 4) Reposition professional supervisor with *catur gatra*. Reposition is aimed to return supervisor's role and position as a professional worker, who is functionally competent as the important part in agricultural development implementation. This role reposition must be adjusted with the farmers' need and to improve condition from overlapping supervisor position before.
- 5) Program reorientation made to synergize and synchronize reposition activity, that is conducted at district/city and sub district level based on the needs of farmer groups and fishermen.

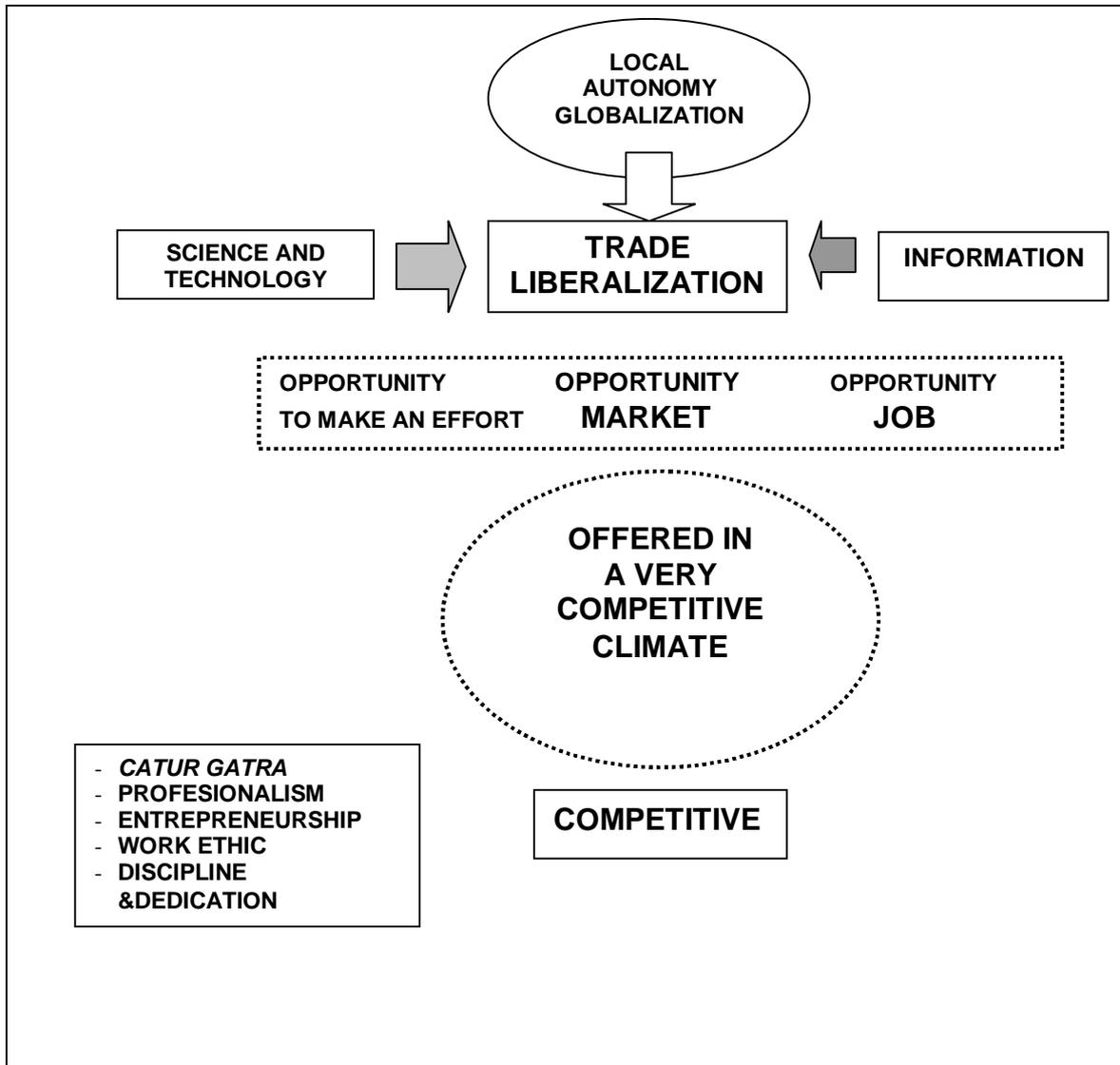
Real steps of reengineering agriculture, forestry and marine extension in chronological order are as follow: **first**, to re-enforce law and authority, **second**, to reformulate policy and decide a precise strategy for extension. **Third**, to discuss goodly on how to reconstruct agricultural extension system as new policy without breaking up former order is the extension in local autonomy era. **Forth**, to implement new policy in form of revitalize the extension, which is not only as lips service and rhetoric, but also including **the fifth**, is to adjust planning together with related planning institution in region with program of agribusiness, food endurance, marine, and forest for community. **Sixth**, to stabilize

monitoring and evaluation. **Seventh**, to re-build accountability without conflict one another (Rahadian, 2010:91-94).

3. CONCLUSION

Study on reengineering agricultural, Fishery and Forestry Extension in form of Reinventing Farmers is needed remind that extension on farmers' resources as civil service. It is implemented holistically and objectively to all related aspects, such as to values and law order improvement (in sub culture of power) and aspect of power control development (in sub culture of social). It is aimed in order that the steps of reengineering agricultural, fishery and forestry extension can be implemented efficiently, effectively and to achieve the target stipulated gradually, consistently, and sustainable.

There are seven steps of Reengineering extension: (1) to enforce law and authority, (2) to reformulate policy and decide extension strategy, (3) to reconstruct extension system in local autonomy extension nuance, (4) to implement new policy in form of extension revitalization, (5) to review bottom-up planning, participation, community based development, transparency, and accountability, (6) to place supervision, control, monitoring and evaluation (*monev*) on a solid footing, and, (7) to reconstruct the duty of performance report.



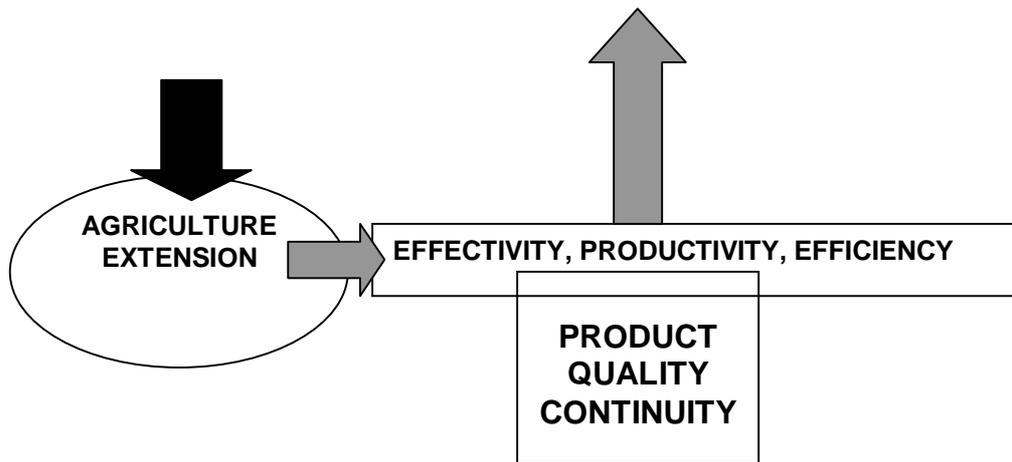


Figure 5 Strategy for Environmental Extension

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