

Opportunistic Behavior of Village Economic Development Strategy Plan Program in Manokwari District

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Abstract

Respect as an empowerment program to increase the economic capacity of village communities in Papua and West Papua, its implementation has been going on since 2007 until now. Based on the results of surveys and quantitative research, the pros and cons of its existence state that this program has not been successful without explaining the causes of this failure by exploring community knowledge, especially the problem of the participation of the actors. Based on this, this study attempts to answer the following questions: 1. how is the participation of the regional elite, community elite in the planning and implementation of respect, and 2. how is the participation of the community elite, and the community in utilizing the results of respect. The research objectives were: 1. to analyze the participation of local elites and community elites in the planning and implementation of respect, and 2. to analyze the participation of community elites and the community in utilizing the results of respect, in order to obtain an overview of the implementation of respect and empowerment carried out in the program, then to obtain an overview implementation of empowerment in accordance with the uniqueness or specificity of the community. The research was conducted in four districts namely North Manokwari District, Ransiki District, Sidey District, and Minyambouw District. The research method used is qualitative using a phenomenological perspective with an emic approach. The results of the study show that: 1. provincial elites have not fully participated in improving the welfare of the village community, 2. district elites are not involved in the respect program so they are not fully responsible for improving community welfare, 3. village elites and community elites have not played a role as community motivators in village economic empowerment, and 4. community participation in villages responding to respect is still oriented as a project and not a program.

Keywords: Participation, Respect, Empowerment, local elite, community elite, community

INTRODUCTION

Accelerating the achievement of social welfare through regional autonomy above is the rationale for enacting Law Number 32 of 2004, namely the legal rules that underlie regional government. The principle of regional autonomy in this law states that the regions are given the authority to manage and regulate all government affairs outside those that are the affairs of the central government. Regions have the authority to make regional policies to provide services, increase participation, initiate initiatives, and empower communities aimed at increasing people's welfare.

The principle of autonomy in this law is the principle of real and responsible autonomy, namely to handle government affairs carried out based on duties, authorities and obligations that actually already

exist and have the potential to grow, live and develop according to the potential and uniqueness of the region. This law does not only limit regional autonomy to the district area, but further regulates autonomy up to the name of the village or by other names.

The village is a legal community unit that has the smallest boundaries of jurisdiction within the government area. The village head has the authority to regulate and manage the interests of the local community based on local origins and customs that are recognized and formed within the National Government system and are in the district or city. The background of the notion of village is diversity, participation, genuine autonomy, democratization, and community empowerment.

Autonomy down to the village level regulated in this law is that the village is given an assignment through the village government as a delegation from a higher government to carry out government affairs in the village. This is done as a form of democracy where in the implementation of Village Government a Village Consultative Body is formed which functions as a regulatory institution in the administration of Village Government. These functions include the creation and implementation of the Village Revenue and Expenditure Budget (APBDes), which in Papua is known as the Village Revenue and Expenditure Budget (APBK). This is a form of implementation of Law Number 32 of 2004 above in the framework of village autonomy which is further strengthened by the legitimacy of Village power in Government Regulation Number 72 of 2005, namely: full power is given to village government to independently regulate villages based on heterogeneity factors, origin, traditional values and local wisdom of the village.

Prior to the enactment of the Regional Autonomy Law above, in the Land of Papua special regional autonomy had already been enacted. The law regulates the authority for the Province of Papua to manage the area with all its wealth potential. The law is Law No. 21 of 2001 concerning Special Autonomy for the Province of Papua. The law is intended based on the idea of maintaining the integration of the nation and territory of the Unitary State of the Republic of Indonesia (NKRI) which is important to defend. In addition, to appreciate the equality and diversity of the socio-cultural life of the Papuan people.

The law also states that it is important to respect and provide a sense of justice for the people of Papua, who have the particularity of coming from the Melanesian family. They are also part of the wealth of the ethnic groups in Indonesia. Papua is also a cultural wealth, customs and language that exist in the Unitary State of the Republic of Indonesia (NKRI). Furthermore, according to Solossa (2013), the regulation contains special authority that is recognized and given to the province to regulate and manage the interests of the local community according to their own initiative and based on the aspirations and basic rights of the Papuan people.

It is hoped that the existence of these laws will be an effective instrument in strengthening the Unitary State of the Republic of Indonesia, considering that these regulations contain seven basic values, namely: 1. Protection of the basic rights of indigenous Papuans. 2. Democracy and democratic maturity. 3. Respect for ethics and morals. 4. Respect for human rights. 5. The rule of law. 6. Respect for pluralists, and 7. Equality of status, rights and obligations as citizens.

The specificity of this regulation is also evident in the granting of special and full authority to the Province to regulate and manage local community interests according to their own initiative based on the aspirations and rights of the Papuan people. Furthermore, it is stated that the Governor and other officials act as the Provincial Executive Board. Another device, namely the legislature in effect under the name of the Papuan People's Legislative Council which has the authority as a community representative in the management of this regional administration, in addition to these institutions also regulates the existence of the Papuan People's Council (MRP).

The MRP is a cultural representation of indigenous Papuans, authorized to protect the rights of indigenous Papuans. Protection of the rights of indigenous Papuans is aimed at protecting the rights of indigenous Papuans based on respect for customs and culture, empowering women, and consolidating religious harmony. Furthermore, this institution functions to ensure the continuity of the seven basic values of special autonomy above.

The decentralization that occurs in this special autonomy regulation gives relatively very large authority to the province in controlling the government as a regional executive. The authority is to make Special Regional Regulations (Perdasus) and Provincial Regulations (Perdasi). Perdasus is a special regional regulation within the context of implementing special articles that regulate special autonomy to safeguard local rights and culture to be sustainable. Meanwhile Perdasi is a Provincial Regional Regulation in the context of exercising authority as stipulated in the applicable laws and regulations.

The great authority that rests with the Executive, namely at the provincial level, is the specificity of decentralization in the regional autonomy of Papua and West Papua. The decentralization regulated in the Special Autonomy above gives greater authority to the province. This is different from the decentralization that applies to other regions in the Unitary Republic of Indonesia, namely the decentralization of authority from the central level to the province, then the district/city, continuing to the sub-district and finally the village.

One of the development programs of Special Autonomy, the same as that implemented in Papua, is the Village Economic Development Strategic Plan (RESPEK), namely efforts to make development start from the development of small areas, namely villages. This program is cash management in each village of Rp. 100 million every year, planned, implemented and enjoyed by the village community. The scope of the RESPEK program in the fields; 1. Food and Nutrition; 2. Basic Education Services; 3. Health Services; 4. Local Economic Development; and 5. Village Infrastructure Development (such as: transportation, clean water, electricity, telecommunications, and housing).

Planned in 2006 to be implemented in 2007, it was felt that the implementation of this program was in a hurry, so that the funds allocated in 2007 could only be handed over to the community in early 2008, even though until the implementation of the program in 2008 it had not been carried out with technical guidelines. . Technical guidelines for the implementation of the new program were made in 2008 based on a Memorandum of Understanding between the Government and the Provincial Government of Papua together with the Provincial Government of West Papua Number: 414.2/993/GPB/2008 dated 29 September 2008; Number: 414.2/4277/SET/2008 dated 06 October 2008; and Number: 414.2/3457/PMD dated 22 October 2008, where based on the memorandum of understanding it was stated that the implementation of RESPEK was accompanied by APBN Funds in the Independent Community Empowerment National Program using the name PNPM Mandiri-RESPEK.

PNPM Mandiri-RESPEK is a combination of community empowerment programs using 2 (two) sources of funds, namely from the State Revenue and Expenditure Budget (APBN) and the Regional Revenue and Expenditure Budget (APBD), namely from Special Autonomy. Activities that use APBN are funding for facilitators (both village and district), Activity Operational Funds namely Community Planning and Training and Community Direct Expenditure for activities (according to needs and selective in nature through community group programs). Meanwhile, RESPEK financed the Operational Fund for Activities and Community Direct Assistance per village, the amount was the same, namely Rp. 100,000,000. Thus, from the details of the financing above, it can be said that the Operational Funds and

Direct Expenditure of the Community in the village will be greater, namely more than Rp. the 100,000,000.

In managing these funds, villagers are expected to revitalize their village's economic activities. To obtain RESPEK funds, the villagers formed an economic activity group which then submitted proposals for funding in the following stages; starting with the compilation of basic village data, followed by a socialization district meeting attended by the village head, representatives of the "three furnaces" (government, religious leaders, and traditional leaders). The three stoves function as a motivator for the village community to be involved in development. The information they received from the Socialization District Deliberation Meeting was then conveyed to the villagers in the Socialization Village Deliberation Forum. In this forum socialization of funds, programs, and the Village Activity Assistance Team. Next, the Joint Community Planning (PBM) is carried out. In this PBM, ideas are explored from community members (mixed community groups, namely consisting of groups of men and women, then verification of proposals is carried out, sequencing the urgency of the proposals, determining the proposals, and finally in this stage, making Budget Plan Design and Proposed Costs After the implementation of the PBM stage, the Special Deliberation Stage for Disbursement Preparation is carried out, then the Funds Disbursement Phase I, Stage I Accountability Deliberation, Phase II Disbursement, Accountability Stage II, and finally the Handover Village Deliberation Stage.

The essence of the RESPEK program is village community empowerment, where village people are trained to plan, carry out proposed activities, and are also trained to carry out supervision, namely to take responsibility for what has been planned and implemented. This can be seen from the Joint Community Planning (PBM) stage.), and carry out accountability, in which these matters require the participation of each member, and in practice the community is assisted by assistants as facilitators who train and provide direction in the process of managing RESPEK.

RESPEK's ideal goal is to empower the community in the village through deliberation forums as a place for them to learn in planning, implementing, and evaluating to build themselves in the future. Community members are invited to participate in planning their own development, carry out self-development activities, evaluate the success of implementing their own development so that it will be even better in the future. In addition, the Government has the essential task of regulating, providing protection, making arrangements, providing stimulus to build, train, educate and direct. The government directs and trains the village community to draw up the Village Revenue and Expenditure Budget (APBK), so that the time will come for the village community to be able to draw up their own APBK, with the hope that one day the APBK will no longer come from the government but come from the natural wealth of the village itself. Currently APBK funds managed by the village amount to Rp. 100,000,000. If managed properly, these APBK funds can grow to more than Rp. 100,000,000 per year.

It has been running since 2007, but this area is still lagging behind in many areas of development. When viewed from the order of poverty, this region is said to rank first of all provinces in Indonesia, in other words the Human Development Index is in the order of 33 or at the bottom of the sequence with the 2009 HDI of 64.53 still far below the national HDI of 71.76. Then in terms of the number of poor people, this area is still declining, where poverty in this area in 1996 (still West Irian Jaya) there were 830,000 people classified as poor, in 2010 the number of poor people in Papua Province was 761 thousand people and in West Papua as many as 256 thousand people, occupying the first and second positions with the highest percentage of poor people in Indonesia.

From Manokwari data in figures for 2008 to 2010, education development in this area also looks quite apprehensive, where educational attainment is relatively low, namely the Net Enrollment Rate for Elementary Schools increased by 3.31 percent in 2009, and decreased by 1.9 percent in 2010, the Junior High School Net Enrollment Rate increased by 1.98 percent in 2009, and increased by 1.16 percent in 2010. Meanwhile, the High School Net Enrollment Rate increased by 39.35 percent in 2011, and there was a decrease of 13.22 percent in 2012. From these data it can be seen that the increase in net enrollment rates is not stable at each school level.

Infrastructure development in this area is also still far behind compared to other regions within the territory of the Republic of Indonesia, it is clear in economic life that it is lagging behind due to the fact that there are still many isolated areas with a very poor level of infrastructure accessibility, there are still many areas that cannot be traversed by land or sea, must be traversed using relatively large costs, namely by using an airplane. Even though in some areas land-crossing roads have begun to be built, they are of low quality and can only be traversed by special cars for heavy terrain. Meanwhile, to reach some coastal areas that cannot be traversed by using land transportation, it is done by motor boats using expensive transportation costs.

The potential of the area and the reality of the achievements of the development results above is an irony that occurs in this area, where it is said that the area is rich with natural potential but most of the population lives in poverty, underdevelopment and underdevelopment. This condition has further fueled the intention of most people to separate Papua (plus West Papua) from the Unitary State of the Republic of Indonesia. To overcome this, since 2000, since the Reformation era, a program has been made to spur development, namely to manage development funds themselves in a special way called Special Autonomy.

The decentralization program through the independent rural PNPM and also decentralization according to Special Autonomy, is aimed at increasing the economic capacity of the village community, improving food and nutrition, improving education and health infrastructure, improving village infrastructure using the capabilities of the village's own human resources through their participation and implemented with democracy and preparing the community's ability to make Village APB (APBK).

It has been running for 5 years, the achievements of the five objectives above should be utilized by the regional government and the community in improving people's welfare, increasing the community's ability to manage their village assets, should be able to increase their village's original income, improve their nutrition and food, but from the results of previous research in Respect, the things mentioned above have not been seen from the Respect program. The failure to achieve Respek as a village community empowerment program has become a major phenomenon that holds phenomena that cause the failure and success of the Respek program both in the use of funds and in the implementation of empowerment.

In addition to the above, RESPEK as a Special Autonomy product which refers to the Special Autonomy Law No. 21 of 2001, has specificity in its implementation. Specifics include referring to the alignment of indigenous Papuans, the program is managed by indigenous Papuans and to meet the needs of indigenous Papuans. In addition, it also adheres to decentralization as a form of clean government, namely Good Governance.

Since its enactment, this program has been accompanied by rural PNPM under the name PNPM-Respect. In its implementation, PNPM Rural refers to Law No. 32 of 2004, namely decentralization or delegation of authority from the central government to the provinces, then to the districts/cities, to the districts and villages. Meanwhile, Respect refers to Decentralization in the Special Autonomy Law No. 21 of 2001 where the role of the Province is very dominant in managing districts or villages, meanwhile districts/cities

are the supervisors of the running of the program. Thus, in the Respect program, 2 laws apply that regulate decentralization to develop villages.

This black circle cycle can be started from the use of technology, namely material technology, tools, and materials in agricultural business, but other problems, technology requires relatively large funds. How can farmers with low productivity levels afford technology to be used to increase productivity. Overcoming the above, the government launched a program to help farmers invest in their businesses, namely providing direct business capital assistance called the Rural Agribusiness Business Development Program (PUAP).

The objectives of this program: 1. Reducing poverty and unemployment through the growth and development of agribusiness activities in rural areas in accordance with the potential of the region, 2. Increasing the ability of agribusiness actors, Gapoktan Management, Extension, and Farmer Partner Supervisors, 3. Empowering farmer institutions and the economy rural areas to increase agribusiness business activities, and 4. Improve the function of farmers' economic institutions to become networks or partners of financial institutions in the context of access to capital.

Manokwari Regency is one of the agricultural areas besides Fakfak Regency, known as the largest fruit-producing area, an area that has a large area of rice fields, a potential producer of horticulture. Agricultural development in this area is continuously pursued, agricultural development policies are continuously reviewed and improved so that this area can become a buffer for the demand for agricultural products for other regions in West Papua. In 2008 Manokwari District received PUAP funds of three billion rupiahs or as many as 30 Gapoktan who have used the financial assistance.

Capital assistance given to 1 (one) Gapoktan is one hundred million rupiahs, each Gapoktan is required to open their account at a banking institution, then they manage the capital assistance independently to develop their agribusiness.

The success of the PUAP program for the government can be seen from 3 (three) indicators, namely:

1. Indicators of output success; can be seen from the distribution of assistance to the right targets, namely farmers, farm workers, poor households to carry out productive farming and the implementation of capacity building facilities and human resource capabilities (Gapoktan managers, Extension Extension, and Farmer Partner Supervisors)
2. Indicators of successful outcomes, can be seen from the increasing ability of Gapoktan managers to facilitate members, increasing the number of poor farmers getting venture capital assistance, increasing agribusiness activities in rural areas, and increasing farmer incomes.
3. Impact success indicators (not discussed because the scope of research is only 2 years of assistance)

The combined farmer group consists of several farmer groups, then the farmer group consists of several farmers. Both in the Association, farmer groups and farmer groups are a combination of farmers with various types of business and self-ability, of course, is a very important dynamic in group life. In group dynamics, social capital plays a role that is able to maintain the group to survive and be able to develop the human resource potential of each member of the farmer group.

From the results of interviews with officers at the Manokwari District Secretariat, namely from the Manokwari District Extension Office, there were many problems encountered in the distribution of this assistance, including the inaccuracy of the target where assistance should be given to farmers but in reality there are Gapoktan recipients who are fishermen, not farmers, there using PUAP assistance, especially agribusiness from these farmers.

is no assistance fund from regions to monitor the use of funds. But further from the results of the interview, they received good news from friends in the Municipality of Sorong, where there are successful farmers.

The extent to which the effectiveness of the implementation of this program is based on the three success indicators above, namely: How successful is the PUAP output indicator, how successful is the PUAP Outcome indicator, and how is the social capital of farmer groups in the success of the PUAP program important.

From the problems above, the research objectives are formulated as follows: evaluating the success of the rural agribusiness development program (PUAP) and studying the social capital of farmer groups in the success of the PUAP program in the Province of Manokwari Regency

RESEARCH METHODS

Research Concept

Rural Agribusiness Development Program

The Rural Agribusiness Development Program (PUAP) is organized in the context of reducing poverty and unemployment through accelerating the growth and development of agribusiness businesses in rural areas, as one of the national programs for independent community empowerment (PNPM-mandiri).

This program has the main target namely; improve poor farming households, small-scale farmers/breeders (owners and or cultivators), farm labourers; develop the business of agribusiness actors, both those who have daily, weekly, and seasonal businesses. Besides that, this national program has a target of 10,000 villages or Gapoktans in remote villages.

This program has indicators of success, including; increased ability of Gapoktan to facilitate and manage business capital assistance for member farmers, both owners, cultivators, farm laborers and farm households, increased number of farmers, farm laborers, and farm households receiving business capital assistance, increased agribusiness activities (cultivation and downstream) in rural areas and increasing the income of farmers (owners, cultivators), farm laborers and household farmers in farming according to the potential of the region.

Meanwhile, the expected positive impacts of the program are; the development of agribusiness and farm household economic enterprises in aid locations, the functioning of Gapoktans as economic institutions owned and managed by farmers, as well as a reduction in the number of poor and unemployed farmers in rural areas.

The implementation of this program by the villages and Gapoktan recipients of assistance is accompanied by a companion extension worker and farmer partner supervisor in each district. Association of Farmer Groups (Gapoktan), Farmer Groups and Farmer Families

Farmers and their families are referred to as farming families, namely families whose main livelihood is farming, most of the family's source of income comes from farming, and most of the work time is devoted to agriculture. More than one farmer family that joins a group fostered by an extension agent is called a farmer group. This group was formed from the similarity of farming problems faced, the similarity of farming needs in one agricultural extension work area.

Association of farmer groups (gapoktan) is a combination of farmer groups who have the same needs in their farming and are still in the same working area of agricultural extension workers. Gapoktan in the PUAP program is a combination of farmer groups that have problems with capital and management of farming capital Size, Management, and Capital Utilization by Gapoktan, Farmer Groups and Farmer

Families Ownership of capital by farmer families, farmer groups, and combined farmer groups, namely the amount of capital owned by farmer families, groups, and Gapoktan before and after receiving capital assistance. This can be calculated by comparing the size of the capital of farmer families, farmer groups and Gapoktan recipients and non-beneficiaries.

Management of capital by family farmers, farmer groups, Gapoktan recipients of capital is the use of capital assistance in a planned and directed manner, recorded for their farming needs, so that its utilization can be evaluated. In this way, the success of the management and utilization of the aid can be measured.

Social Capital The World Bank (1999) defines Social Capital as referring to the institutional dimension, the relationships that occur, and the norms that shape the quality and quantity of social relations in society. Social capital is not just a row of a number of institutions or groups that support social life, but with a broader spectrum, namely as a social glue that maintains the unity of group members together. Cohen and Prusak (2001) provide an understanding that social capital is a stock of active relationships between communities. Every relationship pattern that occurs is bound by trust, mutual understanding, and shared values that bind group members to make the possibility of joint action carried out effectively and efficiently.

Furthermore, Eva Cox (1995) defines social capital as a series of processes of human relations that are supported by networks, norms, and social trust that enable efficient and effective coordination and cooperation to gain mutual benefits and virtues. Then Paul Bullen and Jenny Onix (1998) gave additional weight to the dimension of social capital by saying that what is very important from social capital is its ability as a social basis for building a real civil society.

There are several references to values and elements which are the spirit of social capital, namely participatory attitudes, attitudes that pay attention to each other, give and take, trust each other and are strengthened by the values and norms that support it. Furthermore it is said that the main elements supporting social capital as investment are among others; participation in the network, reciprocity (Reciprocity), mutual trust (Trust), norms, values and Proactive Attitude (proactivity).

Location and Time of Research

The research locations were conducted in 5 (five) sub-districts in Manokwari Regency, namely Prafi, Warmare, Masni, Ransiki, and Oransbari sub-districts. The selection of this district was made with the consideration that this area is an agricultural area, where most of the farmers are hereditary farmers, or in other words farming has become the blood of farmers. The length of time the research lasted for approximately 6 (six) months starting from May 2010 to October 2010.

Research subject

The research subjects were farmer families, farmer groups who were in one receiving Gapoktan, Farm Partner Supervisors, Assisting Extension Workers, and Executors at the District Secretariat.

Data Types and Sources

The data in the study consisted of 2 (two) types, namely primary data and secondary data. Primary data; Primary data sources, namely Gapoktan, farmer groups, and sample farmer families (samples) were obtained from the results of in-depth interviews with a prepared questionnaire. This data can also be checked again with the parties involved in the program, especially extension agents and

supervisors of farmer partners and other parties involved. Meanwhile secondary data, namely data that can come from literature, literature, or data collection from reports of involved parties.

Sampling Method

Determination of sample villages was carried out by census, meanwhile Gapoktan were determined randomly by maintaining representation from the village, farmer groups were determined randomly by 30 percent of the farmer group population, and then the determination of sample farmer families was carried out randomly by 30 percent Concept of Operational Research

Output Indicator:

Measuring the amount of aid distributed; The distribution of aid was studied from the amount in the Joint Business Plan (RUB) and then continued with the distribution in the farmer groups based on their respective Group Business Plans (RUK), and traced to the Member Business Plans (RUA) or the Business Plans of the farming families. What percentage of aid realization can be channeled from RUB to RUA; obtained by using the following formula:

$$\% \text{ BTS} = \text{BTS} / \text{BDR} \times 100\%$$

Information :

BTS = Amount of Assistance Distributed (RP)

BDR = Planned Assistance (RP)

This indicator is for analyzing:

accuracy of targeting or beneficiaries of assistance; carried out by calculating what percentage of beneficiaries are sharecroppers, farm laborers and poor farmers, and Studying the implementation of farmer human resource capacity strengthening facilities by Gapoktan Managers, Extension Extension, and Farmer Partner Supervisors; carried out to see the training attended by each HR above with the existence of the PUAP program

Outcome Indicators:

That is the calculation of the number of poor farmers who receive business capital assistance. Calculate what percentage of poor farmers receive assistance from all poor farmers in the village.

$$\% \text{PMPB} = \text{PMPB} / \text{PM} \times 100\%$$

PMPB = Number of poor farmers receiving assistance (KK)

PM = Number of poor farmers in the village (HH)

This indicator analyzes the income of beneficiary farmers; measured by how much income farmers get from assistance received in rupiah (RP), and analyzes the capital of farmers receiving assistance. How much is the farmer's capital before and after assistance is received expressed in rupiah (RP).

Social Capital: conducted in-depth interviews with several informants from each member of the farmer group, assistants, and extension workers.

Data Analysis Techniques

Data analysis of primary data and secondary data obtained will be processed using descriptive analysis using percentage tabulations. Analysis of social capital contained in farmer groups is carried out using interpretive analysis of all forms of answers and movements that occur in in-depth interviews.

RESULTS AND DISCUSSION

PUAP Fund Assistance Recipients in Manokwari Regency in 2008

In 2008 it was planned to receive it in early 2009. The number of PUAP beneficiaries in Manokwari Regency was in 7 Districts namely Minyambou, Hing, Ransiki, Oransbari, Warmare, Prafi, and Masni, with a total of 30 Farmer Group Associations (Gapoktan).), while the number of Gapoktan in each sub-district is as shown in the following table.

Tabel 1. Kecamatan dan Jumlah Gapoktan Penerima PUAP Kabupaten Manokwari Tahun 2008			
No	Kecamatan	Jumlah Gapoktan	Jumlah Dana (Rp)
1	Minyambou	3	300,000,000
2	Hing	3	300,000,000
3	Ransiki	1	100,000,000
4	Oransbari	4	400,000,000
5	Warmare	6	600,000,000
6	Prafi	6	600,000,000
7	Masni	7	700,000,000
Total		30	3,000,000,000

Resource: Kantor Penyuluhan Kabupaten Manokwari, 2009

These seven sub-districts are centers for agricultural development, 5 (five) of which are densely populated areas where these areas are transmigrant placement centers, namely: Warmare, Prafi, Masni, Oransbari and Ransiki.

It is said to be an agricultural development center, because these areas have the potential for agricultural development, namely the opening of a large expanse of plantations, namely Warmare, Prafi, and Ransiki, as well as a fairly wide expanse of rice fields, namely Oransbari and Masni.

Most of the farmers in this area are hereditary farmers, that is, those who become farmers are descended from farming families, especially those who are transmigrants. When viewed from the percentage of farmers who are Gapoktan leaders, 60 percent (18 people) come from the Papuan ethnicity, and 40 percent (12 people) come from non-Papuans, namely those from the Javanese tribe.

Most of the Gapoktan leaders came from men, namely (93.3 percent or 28 people), there were 6.7 percent (2 people) Gapoktan leaders from women, namely in Prafi District. It can be said that in Prafi District there are women who are willing to be appointed as Gapoktan leaders.

Sample Identity Map

1. Sample Gapoktan

15 Gapoktan samples were taken from 5 selected sub-districts with considerations of transportation facilities and the number of recipient densities, namely Prafi, Warmare, Masni, Ransiki, and Oransbari Districts. From the number of PUAP recipient districts, 71.43 percent of the sample districts were taken.

The oldest Gapoktan was established in 2004 (6.7 percent), established in 2006 (20 percent), established in 2007 (20 percent), and established in 2008, constituting the largest portion of the sample, namely 53.3 percent. The average age of Gapoktan is 47.6 years, meaning that the Gapoktan Chair is a figure who is still able to lead a group or combined farmer groups.

The purpose of forming Gapoktan was to obtain PUAP funds by 53 percent, meanwhile 47 percent were indeed formed because there were similarities in needs, and not to obtain PUAP funds, so they were formed before PUAP assistance. According to Gapoktan, which was formed because of similar needs, they formed a combined farmer group to facilitate communication between one group and another farmer group, where in general they have the same commodities, besides that it makes it easier for them to receive counseling from related agencies, and makes it easier to get information. agricultural infrastructure needed, which can be done by borrowing or renting equipment, for example using a hand tractor which can be used together by paying a rent or a loan without a lease.

The types of Gapoktan businesses that receive assistance vary from vegetables, crops, estate crops, animal husbandry to savings and loans. Of all the samples taken, all focused on the primary agriculture subsystem, there were no Gapoktans that worked on the downstream agribusiness subsystem, namely processing and marketing agricultural products.

Two Gapoktan in Masni Subdistrict conducted a Savings and Loans cooperative from the PUAP Assistance fund, from the results of interviews with the two Gapoktans, they had the reason that the funds should not be spent all at once for one planting season, it would be better if a small portion of the funds was saved to be re-used by members of the group one day Later. This clearly violates the applicable regulations because it is not in accordance with the rules, namely assistance is directed at increasing farmer capital so as to increase income. It is known that farmers in this area are not poor farmers in terms of land ownership, but poor in control and ownership of agricultural infrastructure capital.

Funds are given to support the agricultural and agribusiness processes of Gapoktan members, if the funds can be used for business capital and not for savings and loans. Regardless of the rules that should be carried out, this savings and loan activity can be accepted and justified if Gapoktan members do not object, and the funds distributed are indeed sufficient for each so that the remaining funds are stored for later to be returned. It is appropriate that this PUAP assistance is not interrupted during one production process, but this assistance rolls from planting season to the next planting season through increased income earned which is then allocated to new capital or can be rolled out to other farmers who need it more.

The average amount of funds distributed by Gapoktan to farmer groups is 86.53 percent, meaning that the average amount of funds disbursed is Rp. 86,530,000, there are 33.33 percent of Gapoktan which distributes 100 percent of the funds to all farmer groups in Gapoktan in accordance with the agreed RUB and RUK. Only 6.67 percent of Gapoktans channeled PUAP funds received to farmer groups, only 60 percent of this, the remaining 40 percent of funds were kept in cooperatives to then be loaned to members. Meanwhile Gapoktan, which did not distribute 100 percent of the rest, only said that the remaining funds were still in Gapoktan's account book, which members could use at any time in the future.

When viewed from the activeness of Gapoktan in mobilizing the members of the farmer groups they owned, there were 60 percent who actively held meetings with their members, namely meetings facilitated by extension workers and meetings on the initiative of members. In the meetings held many

things can be discussed, especially discussing the obstacles in agronomic actions experienced and solutions that can be made both by extension suggestions and through members' experiences. Meanwhile there were 40 percent who were not active, according to Gapoktan members, this inactivity was based on the absence of meetings after receiving assistance, only 2 (two) meetings were held to discuss the signing and distribution of financial assistance, after that there was no supervision carried out by Gapoktan for its members.

Gapoktan said that they received training only 1 (one) time, namely training in compiling and making a Joint Business Plan (RUB) which was carried out by the committee, meanwhile they had never met with assistant staff, meetings in solving problems in agriculture were only carried out with field extension workers who reside and live in their respective areas.

2. Farmer Group (KT) Sample

The number of farmer groups as a sample was taken as many as 25 groups where the leaders were taken, this number was 31.7 percent of the number of farmer groups in the sample Gapoktan (79 KT). Ownership of one Gapoktan has an average of 5.3 Farmer Groups, the most number of Farmer Groups owned by Gapoktan is 15, namely in Prafi District, meaning that in 1 Gapoktan in this sub-district has 15 members of Farmer Groups, but there are also Gapoktans that have 2 Farmer Groups in 1 Gapoktan, where the existence of this Gapoktan is a formation for PUAP needs. The number of Farmer Group members will affect the amount of PUAP assistance that will be distributed.

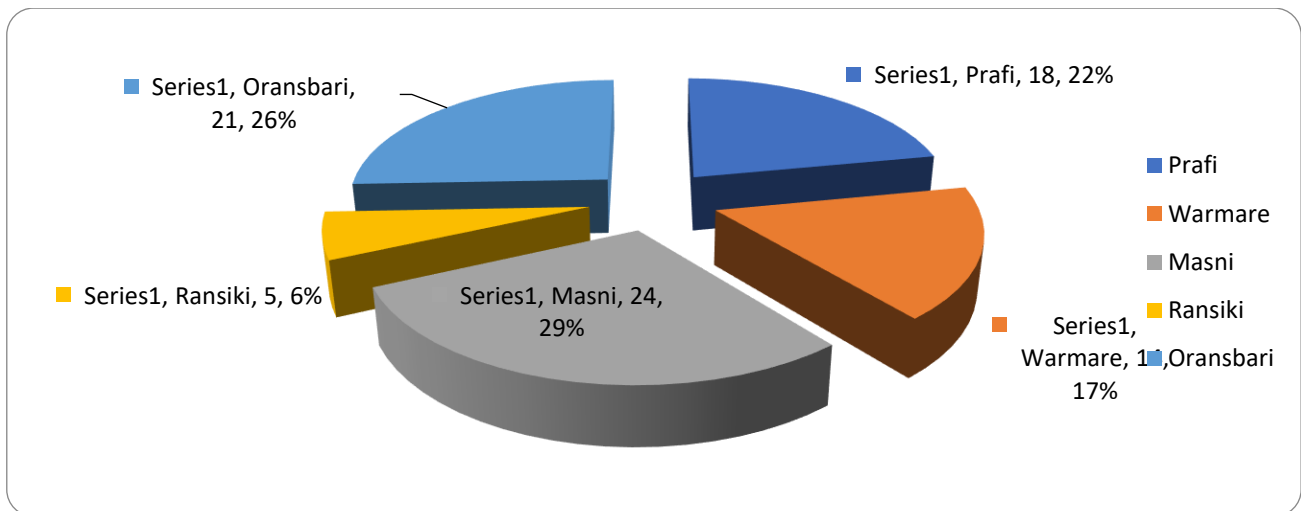
If one looks at the age of the sample farmer group leaders, the average age is 41.7 years, from this age it can be said that the farmer group leaders are at the age that are able to move and motivate their members. Age distribution is at the youngest age 27 years and the oldest 56 years.

The funds received by each sample farmer group differed from one another, depending on the number of farmer group members in 1 Gapoktan, thus the greater the number of farmer groups owned by Gapoktan, the smaller the assistance received by each farmer group. The largest amount of funds received by farmer groups is Rp. 50 million where in one Gapoktan only consists of 2 farmer groups, and the smallest assistance received by farmer groups is Rp. 7 million.

The amount of assistance distributed by farmer groups to sample farmers also varied, but the most important was the percentage of the amount of assistance distributed. It was seen that all assistance was channeled to farmers or the head of the farmer group distributed assistance to farmers by 100 percent, in other words no funds were distributed. not distributed at the level of farmer groups.

Sample Farmers

The number of sample farmers taken was 82 household heads or 17.8 percent of the total farmers (461 households) who received PUAP assistance in Manokwari District in 2008. The distribution of sample farmers by district is shown in Figure 2 below.



Source: Primary Data, 2010

Figure 2. Distribution of Sample Farmers (KK) by District, 2008

Most (76 percent) of the sample farmers receiving PUAP were aged between 30 to 49 years, their average age was 43.46 years, it can be said that these farmers were of productive age.

Indicators of additional income earned by farmers after PUAP assistance is used is additional income paid to farmer groups to continue to Gapoktan. This is to make it easier to calculate the benefits of PUAP assistance on increasing farmer income, this calculation certainly uses the assumption that all income earned minus the additional income paid to farmer groups is greater than income before PUAP assistance. As much as 65.85 percent of farmers have received results or additional income from the use of managed PUAP funds, but there are still farmers with additional income of Rp.

The highest additional income was three million five hundred thousand rupiah, namely 8 farmer families (8.66 percent) who allocated assistance funds to fattening cattle, the results of fattening cattle that were sold were then divided equally and then returned to their farmer groups. This additional income was followed by paddy rice farming in Masni and cattle + vegetable business in Warmare, which amounted to three million rupiah. The average additional income obtained from PUAP funding assistance is one million three hundred and fifty two thousand rupiah. Even though this additional income is still relatively small, as an initial stage this is encouraging. Based on the above assumptions, we can say that the additional income that is deposited is a smaller income than the additional income actually earned by farmers.

The amount of PUAP funding assistance received by each farmer (KK) is an average of three million one hundred eighty-seven thousand rupiahs, the largest assistance received by farmers is nine million rupiahs as much as 3.66 percent or 3 families, the lowest is seven hundred thousand rupiahs as many as 7.32 percent and 6 households. The capital assistance above is quite meaningful for poor farmers like them, they get an injection of funds that they can use in their business without reducing their low farming income. PUAP funding assistance is used to buy rice seeds, fertilizers and medicines for lowland rice farmers, for those who cultivate vegetables and crops besides buying vegetable seeds, they also buy machetes and hoes. For those in the cattle fattening farmer group, they buy cows and then they raise them, and have sold the cows that have been reared, and are still continuing.

Indicators of Success for PUAP Program in Manokwari Regency 2008.

1. Output Indicator

A. Percentage of Assistance Distributed

Amount of aid Rp. 100,000,000 per Gapoktan is expected to reach 100 percent and can be used by all farmers in the Gapoktan, meaning that 100 percent of aid funds reach the hands of the farmers. The success of the output indicators is aimed at seeing this. Distribution of aid funds from the district committee to Gapoktan, distribution from Gapoktan to Farmer Groups, and from Farmer Groups to Farmers.

From the samples taken, the results are as follows:

District Committee to Gapoktan.

The District Committee gives directions to Gapoktan to prepare a Joint Business Plan (RUB) in the Association of Farmers Groups owned, each group proposes what joint business plan is agreed to be carried out by their Gapoktan

Success at this level can be said to be 100 percent. This can be seen from the initial number of sample Gapoktan accounts, namely Rp. 100 million. Leakage at this level is highly unlikely, because the aid funds go directly to Gapoktan's accounts. Gapoktan that have been approved to receive funds are required to open an account, and direct assistance from the center to their respective accounts. Thus the success at this level is 100 percent, meaning that 100 percent of the funds are channeled to Gapoktan

Gapoktan to Farmer Groups

From Gapoktan to Farmer Groups, in this case the Gapoktan Chair has the responsibility to regulate the amount of financial assistance to each of its members based on the Group Business Plan (RUK). Even though the provision of funds based on the RUK which was compiled by the group had been coordinated together, the research results obtained data that there were funds that had not been distributed in full or 100 percent. The results of the calculations carried out, the funds that have not been disbursed are still in Gapoktan's account, Gapoktan's reason is that the remaining funds are to be used later, and there are Gapoktans that have deposited assistance in the form of savings and loans.

Farmer to Farmer Group

Distribution of financial assistance from Farmer Groups to Farmers is carried out based on Member Business Plan submissions, in which farmers in the same farmer group submit Member Business Plans. At the farmer-to-farmer group level, all funds are disbursed, meaning that all farmer groups distribute 100% of the funds to farmers.

B. Target Accuracy

The accuracy of the intended target is whether the assistance is really needed by farmers, in the sense that farmers really deserve to be assisted. The sample farmers in this study are truly poor farmers. Poor in terms of lack of capital facilities in farming, for example: they still need seeds, fertilizers, and medicines needed in their farming. Farmers have relatively large land, but do not have the capital to cultivate it with technology, so production is relatively small. Low production causes relatively low income, so that they cannot afford better technology for farming.

PUAP funding is enough to help them finance better technology. The research results show that 100 percent of the funds have been channeled to farmers in need. So that it can be said that the success of target accuracy is achieved 100 percent.

C. Increasing the Capacity of Human Resources

The human resource capacity building referred to is the process of empowering human resources from the Gapoktan level, farmer groups to farmers who receive assistance. The process of empowering human resources in the research area is only limited to capacity building in the capital sector. Efforts in skill capacity have not been obtained by farmers. There is no training to increase the capacity of farmers in managing farming either held by provincial or district PUAP committees. The training attended by Gapoktan was only limited to training in preparing Joint Business Plans and Group Business Plans aimed at filling out contracts before disbursement of financial assistance. The empowerment received by farmers is from joint problem-solving discussions in farmer groups mediated by field extension workers whether they are assistants or not.

2. Outcome indicators

How many poor farmers received PUAP capital assistance in Manokwari District in 2008 is one of the outcome indicators of the PUAP program.

Percentage of poor farmers receiving venture capital assistance (PUAP)

When viewed from the number of poor farmers who receive PUAP capital assistance, it can be said that it is still relatively small compared to all existing poor farmers. It is important to note that the indicators of poverty as described above are indicators of poor technology, because seen from land ownership and control it is relatively large. PUAP's contribution to poor farmers in this area is still relatively small, namely 5.45 percent, in other words, only 5.45 percent of poor farmers are allowed to receive this PUAP capital assistance.

Farmer's Income After Assistance

Measurement of farmers' income after assistance was provided was seen from the amount of income returned to the Gapoktan account by each farmer group or sample farmers. It is assumed that the income is an additional income after the assistance.

As much as 65.85 percent of farmers have received results or additional income from the use of managed PUAP funds, but there are still farmers with additional income of Rp.

The highest additional income was 3.5 million rupiah, namely 8 farmer families (8.66 percent) allocated assistance funds to fattening cattle, the results of fattening cattle that were sold were then divided evenly and then returned to their farmer groups. This additional income was followed by paddy rice farming in Masni and cattle + vegetable business in Warmare, which amounted to 3 million rupiah. The average additional income obtained from PUAP funding assistance is 1.35 million rupiah. Even though this additional income is still relatively small, as an initial stage this is encouraging. Based on the above assumptions, we can say that the additional income that is deposited is a smaller income than the additional income actually earned by farmers.

Farmer's Capital after Assistance

As discussed in the mapping of farmer groups and sample farmers above, the farmer's capital that is seen after PUAP assistance is the occurrence of additional capital in the amount of PUAP assistance received. It is rather difficult to obtain data regarding significant additional capital because financial aid is allocated to purchase current capital, while the fixed capital purchased is limited to hoes and machetes for some farmers.

Social Capital in the Success of the PUAP Program From the results of in-depth interviews of the two categories of farmer groups, namely farmer groups who have not and have been able to get additional income, the following results are obtained.

The Farmer Groups Have Not Been Able to Get Additional Income; The formation of groups is not based on similarity of needs, but based on the objective of obtaining PUAP grants. The bonds that occur in farmer groups are relatively weak, the use of funds is not based on needs in farming, but only uses funds. Information about funds has not really been interpreted as something that must be used to increase productivity in their cultivation or farming processing sector. The collaboration that occurred between them was not in terms of solving problems in the use of funds, problems in their farming but outside of these matters, such as working together to repair village fences, opening and cleaning gardens. There have never been meetings aimed at developing plans to improve better cultivation methods to earn better incomes.

In farmer groups who have received additional income; they were formed relatively longer, forming groups based on common problems encountered, they are used to and have a certain time schedule for holding meetings both among members and with extension workers or assistants. In the meeting information on problems and solving farming problems was conveyed, problem solving was carried out by discussion and collaboration between members of farmer groups. Togetherness in a relatively long period of time occurs because of the mutual trust between members that is created. Trust also grows from members to extension workers, where members of farmer groups always discuss their problems that cannot be solved in groups with existing agricultural extension officers.

CONCLUSION

The success of the output indicators achieved are; 100 percent of the funds were channeled to Gapoktan, while 86.53 percent of the funds were distributed to farmer groups and farmers. The targeting of beneficiaries was achieved, 100 percent of the assistance went to "poor" farmers, there was no visible increase in human resource capacity from PUAP assistance. The success of the outcome indicators achieved are; only 5.45 percent of poor farmers received PUAP assistance, there was an increase in farmers' income by an average of 1.35 million rupiah. In 1 year, and there is an additional farmer's capital of an average of 3.19 million rupiah The formation of farmer groups based on common needs is an important factor in the formation of social capital of farmer groups, including cooperation that occurs is collaboration to improve the ability of each member in farming and agribusiness, mutual trust between members is relatively large as well as existing agricultural extension workers, members of the farmer group believe that the discussions carried out are able to solve the agricultural problems they face. Information, mutual trust, and cooperation in farmer groups are important social capital in the success of the PUAP program.

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