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This research is the effort of correction of development policy aimed at (1) elaborating perspective on how local government policy in managing human resources in agriculture sector; (2). How has the contribution of farmers to employment so far?. Qualitative naturalistic approach is used to describe a phenomenon that has a unique

character in regional development and agricultural employment in an effort to empower farmers' resources. The direction of development policy based on human resources in the agricultural sector has a tremendous opportunity as the main capital of the government and the real involvement of farmers in employment as from the outcome.

The direction of regional development policy in developing the populist economy places the development core on agricultural development and the vast number of job opportunities requires reliable and competent farmers' resources in the field of agriculture in order to increase productivity and advance their welfare. This paper first looks at and corrects development policy in Gorontalo Province that not only looks at the macroeconomic sector (GDP and Income Per Capita) but highlights on the different and mirrored side of the neoclassical development economic theory. This study provides a good policy correction for local governments in carrying out regional development, which not only focuses on the real sector with output on the industrial sector solely at the macroeconomic level (Ductor & Grehyna, 2015) but it should also be seen other sectors of support in achieving equity economic development, reducing the impact of poverty, creating jobs for the community by looking more at the microeconomic sector. But when we discuss development issues including development at the local level (Faggio and Overmann, 2014), then there are various approaches that are often used as follows: 1.Gross Domestic Product perspective (GDP) (Thi et all. 2015), Frequently used to measure the level of local economic growth (Zhu et al, 2017), but in practice GDP is often misunderstood by the government due to poor infrastructure and the number of data manipulations carried out by local governments to meet development targets (Feige, 2008). GDP should be an important indicator in a region to indicate a change in net production of goods / services which can then be used as a basis for planning and evaluation of regional development in this case the GDP in one of the eastern provinces of Indonesia as shown in Table 1 where the GDP in the area is much in the fraction of the agricultural sector, mining, infrastructure and trade. development perspective that emphasizes increasing Income Per Capita (Li et all, 2015). Speaking of Domestic Regional Domestic Product on the basis of cost is the income earned by a region. However, the income, not entirely the income of the people of the region, because there is some income received by

residents from other regions, for example a company whose capital is owned by an outsider, but the company was operating in the area, then in itself the profits of that company Will belong to an outsider that belongs to the person who has the capital. Conversely, if there are residents of this region that adds capital outside the area then most of the profits of the company will flow into the area, and become income from the owners of capital. If the Product Domestic Net is under a factor cost is reduced by revenue flowing outside and coupled with inward revenue flow,

the result will be a net regional product. This regional income is divided by the number of people living in that area, then a Per Capita Revenue will be generated. The picture of the prosperity of the people of Gorontalo in macro can be described with the indicator of income per capita or percapita income which is still very small if measured from the national scale. The higher the income received by the population in a region, the welfare level in the region will improve. Assuming that the income of factors of production and outflow of transfer equals input income and incoming transfers, regional income is as large as the per capita GRDP. This assumption is used because of the difficulty of obtaining data on factor and inbound and outgoing input and production revenue. However, the

increase in the per capita GRDP as shown in Table 2 below has not illustrated the real increase in public purchasing power of Gorontalo. This is because the per capita GRDP calculated based on GDP at current prices still depends on the inflation factor (Abidin, Bakar, & Haseeb, 2015; Abidin, Bakar, & Haseeb, 2014; Azam, Haseeb, binti Samsi, & Raji, 2016; Haseeb, 2018) Development paradigm perspective that starts to highlight that development should be seen from multidimensional process (Kuncoro, 2002) (Meyer, 2016). The emerging of this multi-discipline approach starts to create hesitation that the two perspectives before (Gross Domestic Product and Income Per Capita) still unable to give real outcome completely to the people prosperity and welfare (Table 2 and 3). Thus, the government, as stakeholder, should use other perspective (Zasada et all, 2017) which sees development from different solution side in order to pursuit economic growth, decrease poverty number, and create workplace. Based on argumentation above where one example of local locus is Gorontalo Province in accelerating the implementation of regional development, it is still only pursuing more dominant economic growth level (Huang et all, 2017) and prioritizing two indicators above. It is not only in Gorontalo; however, it is also occurred to many regions of East Indonesia where poverty and unemployment level still in high level (Table 3) The Poverty Line largely determines the small number

of poor people, because the poor are those with an average monthly per capita expenditure



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below the poverty line. One of the triggers of stagnant regional development that can reduce the poverty line and can create people welfare and prosperity (Nanni, 2016), is social problem in which it may caused by agricultural development that not seriously managed from the local government (Maria et all. 2015). It can be predicted that the the government is more using a development approach which is based only on Gross Domestic Product and Income Per Capita as well as, most of times, ignoring agricultural development and prioritizing industrial sectors inorder to accelerate economic growth as regional development capital (Yang and Zhu, 2013). By using this approach, automatically, agricultural sectors will be suffered by erosion (Long et all, 2016) or starts to be marginalized due to the development only pursuits service and industrial sectors where it results in development disaster that has no concern on humanity value (Gouveia at all, 2014) which affected to the abandoned rural areas (Lieskovsky et all, 2013) in order to do migration to urban areas as main service activities or industrial locations (Zhang et all, 2016). Therefore, most of human resource in rural areas, which is agricultural sector will increase its unemployment level. Reflecting on the economic theory of neoclassical development buzzed by Solow (1987) who argues that economic growth is a series of human-derived activities, capital accumulation, the use of modern technology and the results

of inputs and outputs. Should the population should be used as a positive resource for the sustainability of development. The classified as capital is raw material, business field, agricultural land and money in order to produce outputs such as capital and labor factors so that it can be combined into various combinations for development pengembengan. Applications of the above theory can be done through a more centered approach to rural human resources that in fact are farmers as the main actors in the implementation of development (Abidin & Haseeb, 2015, 2018; Haseeb & Azam, 2015; Haseeb, Bakar, Azam, Hassan, & Hartani, 2014; Suryanto, Haseeb, & Hartani, 2018). The research focuses on Gorontalo province in the eastern part of Indonesia and some scattered cities and districts such as Gorontalo City, Bonebolango District, Puhuwato District, North Gorontalo District. Gorontalo area is an archipelagic region that is a division of the province of North Sulawesi in 2001. Along with this, since the development of pemekaran as a province, the government made various acceleration of development, especially in agriculture areas that become the mainstay sector. Thus, it is really necessary to study empirically about regional development focuses on agricultural sector which considered as solution to create workplace forfarmer human resource. THEORY OF DEVELOPMENT According to the research conducted by Masoed (1994) that studied about development typology resulted on policy classification as follows: (1) politics as commander; (2) Economy as commander; and (3) Moral as commander. Those three elements determined by the actors - state(government), market (businessman), and local community (people). By using moral as commander approach, then authority to take decision about development, in which along this time it is monopolized by government, must be returned to the people or local community. Thus, government given by assignment to assist them in order to determine their own strength as well as to re-generate populism ideology that refers to the re-activation of local community institutions. Meanwhile, according to Todaro (2000) and Kuncoro (2002) as discussed elsewhere that development in a region should cover three main values: (1) Sustenance, ability to fulfill basic needs (food, house, health, and protection) in order to survive in life; (2) Esteem, the development should consider humanity values means the development in an area should be able to improve pride as human in that area; (3) Freedom from servitude means freedom for every individual in a state to think, develop, behave, and try to participate in the development (in Kuncoro, 2004). RESEARCH METHODOLOGY Method in this research used qualitative approach, in which according to Lincon & Guba (1985) named as naturalistic paradigm. By using this qualitative approach, the researcher tried to describe a phenomenon with unique character towards regional development and agricultural workplace in order to empower farmer human resource in Gorontalo Province. DATA Data in this research was collected integratively by seeing relevant and complete data from many sources as follow: 1) Main data source obtained from the government of Gorontalo Province about agricultural problems and workplace. It was conducted through observation to the agricultural development which affected to the overcoming of poverty and unemployment problems. The collected data source in this research was data of 2017 with informant that selected purposively to the research subjects considered as having wellunderstanding about the studied problems. The research informants were regional officials, academicians, and farmers. 2) Data source in this research also

obtained through literature, secondary data, or document that considered as data source that able to enrich this paper. While, data analysis in this research used interactive model analysis (Miles and Huberman, 1992) consists of three analysis components, data reduction, data display, and conclusion drawing. DIRECTION OF RESEARCH Incarrying out this research, data collection at the start of the government locus as a stakeholder in carrying out regional development, to obtain the primary data relevant to this research, some data were taken from the central statistical center as well as Gorontalo province and conducted interview study to some local officials, academics community, farmers community as informants. After that the data is processed and compared with some secondary data already possessed such as local regulations, the laws of several local government policies related to economic development issues, strengthening agriculture, agrarian sector and empowering farmers community



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RESULTS 1. The direction of human resource policy in the agricultural sector as the main capital of the government Position of agricultural development serves as part of pillar with the largest role in supporting economic development towards regional development as well as to create food security in local level, decrease poverty and create workplace. Thus, by challenges and opportunities to the agricultural development today, then regional government, in this case is government of Gorontalo Province, should employ this situation and condition in order to develop agricultural development based all sectors including corn agropolitant. Although there are many problems such as in developing food security in local level, it always be faced by uncertainty climate problems and, indeed, it will decrease productivity capacity where it will affect to the harvest product and unstable condition of agricultural products. By regional autonomy and regional proliferation started from regency, district to the new village, absolutely, it emerges population bloom either from the growth aspect or urbanization from rural to urban area (village to the city). It results in problem of land deficiency due to population growth in which it will lead to the agricultural land sustainability in Gorontalo. Although, according to data, there are still large area of unused land; however, in the future, there will be land deficiency and also threatened by industrialization, warehouse industrial building, facility and infrastructure development, housing, and also land clearing for plantation such as cacao, oil palm, and so forth. Based on data re-cited from Muhammad (2007) that Gorontalo Province area is about 1,221,544 Ha where there is land potential of 443,140.28 Ha consists of dry land 383,769 Ha and rice field (wet land) 28,260 Ha (Wantu and Moonti, 2016). With large unused area in Gorontalo, absolutely, it will affect to the farmer's agricultural business that actually still considered as dominant aspect in rural area. The other challenge is agricultural development condition which made as political interest, for instance, agropolitant project becomes political elite's consumption that assumed agropolitant has no advantage, in other side, there is also an argument that agropolitant has many advantages for people's life and industrial needs. Thus, by regional autonomy mandated from central government, it should be managed appropriately wit deliberative people participation towards agricultural sector. In a study (De Janvry et all, 2014) conducted in the Mexico region for the granting of land ownership rights on agricultural land was strongly influenced by political and government decision-making. It needs good management, if government management implemented by political system of vested interest and abuse of power, then, surely, there will be discretion over law and anomaly to the law, policy, and politics. With large opportunity to the agricultural development in Gorontalo, there is also large opportunity to be success which will affect to the empowerment of farmer human resource in order to create workplace. Those opportunities can be made as social, political, or economic capital as follow: (1) Government policy direction of Gorontalo Province since Fadel's to Rusli Habibie's the current Governor of Gorontalo, placed people's economy as symbol in order to pursuit economic growth and regional development as well as to improve people welfare. Their policy direction actually adbeen appropriate to the regional autonomy mandate for advancing prosperity and welfare through authority

transfer to the regional chief; (2) Political or political economic policy in the regional autonomy framework conducted by generating people participation, especially farmers, in order to improve their production and welfare. However, it is also necessary to improve farmer human resource oriented to the science and technological advance and supported by political will and normative rules (Regional regulation) which able to protect farmers. Political policy direction should be made as platform in order to frame the establishment of sustainable local political system that truly on the side of agricultural political system development with dimension of farmer, environmental, and local values empowerment. Our farmer empowerment is still on minimum level of farmer human resource quality, and indeed, it is difficult to compete in the workplace oriented to productivity (Dolinska and d'Aquino, 2016). Actually, it is similar to the analysis by Seers (1973) that \[ \]dentified \[ \]development towards context of social objectives oriented

to the job opportunity, inclusion, poverty alleviation, and basic needs; (3) Re-activating award to the agricultural development which focuses on corn agropolitant, either from central government or international award, in which this award will consider that the region able to develop corn with its own characteristics and management pattern developed by government through Entrepreneurship Government with New Public Management (NPM) As is being developed in some developed countries such as Australia (Cheshire et all, 2014). With this award, it should be made as social modal in order to generate spirit towards regional development through corn agropolitant; (4) Gorontalo area is tropical area which very possible to be made as agricultural area with high productivity since it is supported by abundant water resources; (5) Food needs like corn production for industry is getting increase, thus this opportunity should be employed by regional overnment to develop farmers through science and knowledge

capital, training, and so forth; (6) Based on policy about Main Strategy of Agricultural Development (SIPP- Strategi Induk Pembangunan Pertanian) year of 2015-2045, it includes point about the necessary of agricultural

development synergistic towards people, technocrat, scientist, educator, and so on; in which regional government may use local resource or institution in this case, which is higher education institution. It is suitable with the goal of SIPP and therefore, regional government of Gorontalo has been able to employ higher education institution in the area, which is State University of Gorontalo. This university has Faculty of Agriculture that may be invited to cooperate with regional government in order to, particularly, develop new agricultural innovation and empowerfarmer human resource in general; (7) Large farmer human resource should be made as facility to generate social capital such as through local wisdom which becomes basis to drive people's economic in the village that been made as symbol of regional development vision and mission.



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Thus, with these challenges and opportunities, then regional government will be east to detect many objectives that they want to achieve through policy direction of agricultural development. An example of policy implementation (Kirchner et al, 2015) undertaken for agricultural economic development in the Austrian country shows a complex relationship between agricultural ecosystems and economic development policies to encourage rural economic growth. Policy direction which in line with those challenges and opportunities can be made as supports in the implementation of regional development acceleration; in which as a whole it becomes government assignment to run the development integratedly towards all sectors. It will lead to the arrangement placed on pillar of policy direction which becomes regional vision and mission and realized through platform of education, health, infrastructure, and people's economic field. All will be served to pursuit in left behind of development towards other regions, thus agricultural development planning should be arranged efficiently and effectively using multidimensional approach which not only pursuits food security, but also esteem, especially for farmer human resource that always provide food sources for human and to create workplace in order to decrease unemployment level. Thus, food availability will not only serves Gorontalo people needs, but also can be basic modal towards regional development in order to achieve the advance of economic growth aspect as well as to be indicator in decreasing poverty and unemployment number. The measure of poverty in terms of percentage and the number of poor people has often been used as the basis for poverty measurement. However, there are actually other dimensions or other indicators of poverty itself, namely the Depth of Poverty and Poverty Severity presented in Index. If examined from the poverty line and poverty index data in table 4 shows that in the province of Gorontalofor poverty line fluctuations rise and fall, where the Poverty Line determines the small number of poor people, because The poor are those who have an average monthly per capita expenditure below the Poverty Line. The Poverty Line (PL) itself consists of the Food Poverty Line (FPL) and the NonFood Poverty Line called the Non-Food Poverty Line (NFPL). Meaning residents urban areas have a non-food consumption pattern much higher than Rural population. This is certainly influenced by the non-food needs in urban areas such as housing, health, clothing, equipment and more services Much more and the price is higher than the rural areas. Equitable development between rural and urban areas and the well-structured policy direction of agricultural development is expected to reduce this poverty rate. In addition, there are other problems that must be resolved by the local government, namely the number of unemployed in the province of Gorontalo that has lasted long as can be seen from the data

as follows: In terms of employment, the increasing proportion of the population entering the labor market affects employment and unemployment (table 5). The unemployment rate remains a big problem that the local government should be able to solve. Although the effort of policy direction towards regional development of Gorontalo Province, as a whole, intended to achieve acceleration where in one side it tries to achieve people prosperity and in other side tries to decrease poverty level as well as solution to decrease unemployment number. However, in order to pursuit those objectives, there are many obstacles as follow: (1) Minimum fund sources provided by regional government towards regional development; (2) People's socioeconomic structure, particularly in the rural areas still involved with poverty in which it can be seen on high poverty number of Gorontalo Province,

in 2016 it was 17.72% and in 2017 it reaches up to 18.16%; (3) The workplace dominated by agricultural sectoralthough other sectors started to create new workplace such as service and industrial sectors. It is due to this arealack of investment towards economic and natural resources which results in low workplace and it becomes regional government duty to cope with these problems; (4) Problems related to the limited human resource that ready towork and competent to all workplaces including agricultural development sector. Real Contribution of Farmers to Employment as Ouput Development It can be seen from the efforts to empower farmers through the improvement of farmer human resource quality such as through policy direction of manpower development with its normative rules mentioned on Law Number 3 Year of 2000 that manpower development policy intended to: (a) empower manpower optimally; (b) create workplace inclusion and provide manpower as with national development needs; (c) give protection to the manpower in realizing the welfare; and (d) improve manpower's welfare and their family. Meanwhile, manpower planning arranged based on employment information includes: (a) population and

manpower; (b) job opportunity; (c) work training; (d) manpower productivity; (e) industrial relationship; (f) work environmental condition; and (g) salary and manpower's welfare.



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In terms of employment, the increasing proportion of the population entering the labor market affects employment and unemployment (table 5 and 6). The magnitude of the unemployment rate is a major problem that should be solved by the local government. As most of the population works more in agriculture as described above ie approximately 63.08% in 2012, 66.66% in 2013 and 60.76% in 2014 people are not fully occupied on agricultural land and only a small proportion of the population is fully engaged in agricultural land. This means that most of the work done by Gorontalo people is very small who want to work as farmers, the remaining work in industrial, service, or public sectors, or even they are unemployed. Thus, there is a shift of manpower structure from agricultural sector to non agricultural sector. Regional government policy should re-activate agricultural development sector, especially corn, that not only refers to te regional economic activity, but also create workplace, particularly in the village or rural area. Development effort in order to develop human resource in this region should be able to give trickle-down effect to the rural population where rural population becomes part of regional development that must be improved its human resource including farmer. Thus, productive manpower problems can be answered by developmental policy that stands on rural population side, in this case is the improvement of human resource towards agricultural field, which is directly or indirectly is about farmer empowerment. ISCUSSION In pursuing these economic development projections, the challenge facing local governments is to increase employment opportunities, especially those that are labor-intensive, further strengthen effective economic empowerment of communities with the program "Build Village From Gorontalo", implement more concrete and targeted For poverty alleviation programs. The conceptual framework of the policy direction that in developing human resources in the agricultural sector is expected to provide the best solution, as described by (Rintamaki et all, 2016) the relationship between agricultural policy and the energy sector is in desperate need, the policy on which the development economy will be Balanced if all the elements involved (farmers, industry, government and society) work and form a commitment to regional development. In addition, the existence of a large enough land and has not been utilized properly and sustainably, it is expected that the future can be utilized so that it can become the driving force of Gorontalo's future economy. With the motor that builds villages from Gorontalo it is expected that the acceleration of development expected by local government can run well with the strengthening of the agropolitan sector can be a reliable sector, in addition to empowering farmers in cultivating farming, natural resource management, agricultural products and distributors Better and structured agricultural output will encourage acceleration in other sectors. Increasing the amount of income from agricultural products will greatly affect the improvement of the economy and can reduce the poverty rate, and as a solution to minimize the number for unemployment Policy direction towards agricultural development in Gorontalo Province should be followed by the improvement of farmer human resource, in which it must be directed in order to create farmer independency and farmers who have ability in changing either structure or culture of traditional farmer to modern farmer that have ability and independency in fulfilling their family needs. Thus, by the improvement of quality to the farmer competitiveness, it not only results in large number of food productivity, but also it is possible to create workplace that able to be solution towards unemployment problems both in local and national level. CONCLUSION Agricultural development as part of pillar with the largest role in supporting regional development as well as to be urgent parameter in fulfilling human needs, which is in order to create food security both in local and national level. Therefore, regional development sourced from agricultural development has been appropriate to the economic corridor of Sulawesi which takes priority in food policy and appropriate to the development policy of Gorontalo Province in developing people's economic with its development core is agricultural development that gives contribution to the farmer's welfare. However, it should be supported by reliable farmer human resource that competent and ready to work in the agricultural field in order to improve productivity and advance farmer's welfare. By improving farmer's professionality, automatically, it will result in trickle-down effect to the decrease of poverty number that still quite high in that area.