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**E-Mail : [pp3m.pps.stiabinataruna@gmail.com](mailto:pp3m.pps.stiabinataruna@gmail.com)**

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**Program Pascasarjana STIA Bina Taruna Gorontalo -- Indonesia**

**Address : Jl. Prof. Dr. Alois Saboe No. 173, Wongkaiditi -- Gorontalo**

**Telephone : +62(435)834062, Facsimile: +62(435)831299**

**E-Mail : p3m.pps.stabinataruna@gmail.com**

**Website : <http://pps-stlabt.ac.id>**

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### **PROGRAM PASCASARJANA STIA BINA TARUNA GORONTALO**

Jl. Prof. Dr. Alcei Saboe Nu. 173 Warkadiri, Kota Utara – Gorontalo

Telephone: +62(435)834062, Facsimile: +62(435)831299

E-Mail: p3m.pps.stiabintaruna@gmail.com

Website: pps-stiabn.ac.id

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# IMPLEMENTATION POLICY OF GERAKAN NASIONAL COCOA IMPROVE THE PRODUCTION AND QUALITY OF COCOA IN TALUDITI DISTRICT OF POHUWATO REGENCY

<sup>1</sup>Trawaty Igrisa, <sup>2</sup>Aminur J. D.I. Mohi  
<sup>1</sup>State University of Gorontalo, <sup>2</sup>STTA Rina Taruna Gorontalo  
igrisa.11@gmail.com

## Abstract

Research on implementation policy *Gerakan Nasional Cocoa* (Cocoa National Movement) increased production and quality Cocoa in Taluditi District of Pohuwato Regency aims to find out the process implementation policy *Gerakan Nasional Cocoa*, how attempts are made to support the successful implementation of policies *Gerakan Nasional Cocoa* and analyze how the impact of Policy Implementation *Gerakan Nasional Cocoa* in Taluditi District of Pohuwato Regency. This research is a qualitative descriptive case study method, where the researcher is the main instrument to collect data and interview guide was used. Data collection techniques used were observation, interview and documentation. Data from research done to verify through an extension of the observations and conduct Focus Group Discussion. The data was processed through data reduction, data display and conclusion. The results showed that: 1) The process implementation policy *Gerakan Nasional Cocoa* includes: (a) Stages of socialization, (b) Stages determination of farmers as participants, (c) Stages empowerment of farmers, (d) Phase of the program, (e) the stages of monitoring and evaluation of program success rate. The entire process of implementation of the policy has been implemented well although the results have not been too maximum, 2) Efforts are being made to support the successful implementation policies of *Gerakan Nasional Cocoa* in the District Taluditi among others: (a) Changing mind set peasant, (b) Mastery of agriculture and farming technology by extension, (c) Their ongoing monitoring by FFA Cocoa, 3) The impact of implementation policy *Gerakan Nasional Cocoa* can be seen through: (a) Cocoa can improve the land through land rehabilitation phase Cocoa, (b) Increased yield and quality of cocoa, result is expected to be a recommendation of the local government of Pohuwato Regency especially Dinas Pertanian and Perkebunan in evaluating the implementation policies of *Gerakan Nasional Cocoa* in the District Taluditi, so it can become a reference in the repair program in the coming years.

**Keywords:** Increase in production output and quality Cocoa

## INTRODUCTION

Efforts to develop the main commodity on any districts in Pohuwato Regency, was in line with the policies that have been done by the central government. One commodity that is developed is Cocoa development centers located in Taluditi District. Cocoa is a commodity estate owned and developed by people in the Taluditi District besides other potentials such as rice, palm oil, patchouli, red pepper, cloves, field of cattle

and goats, and fisheries. Policies related to the Cocoa development is in the form of a national policy that *Gerakan Nasional* (National Movement) increasing Cocoa production and quality conducted since 2009 by the Minister of Agriculture Number 1643/KP/TS/OT.160/12.2008 dated December 2, 2008 on the Implementation of and Building Coordination team of *Gerakan Nasional* to increase production and quality of Cocoa. In Gorontalo Province, *Gerakan Nasional Cocoa* policy implemented since

2010 and 2011, which includes three (3) regency namely Pohuwato, Bone and Bone Bolango, with reference to the Minister of Agriculture Decree No. 1832/SP/ST/OT.160/4/2011 dated 8 April 2011 on the Establishment coordination team of Gerakan Nasional for increased production and quality Cocoa. This policy is basically intended to improve the yield and quality of Cocoa the location of Gerakan Nasional Cocoa development program included in Gorontalo Province. This is in line with the results of the study conducted by Canina, et al in 2013 on Institutional Strengthening of Farmers Group Cocoa Pohuwato, confirmed that Gerakan Nasional Cocoa has brought changes in the pattern of plantation run by farmers and be able to increase production of Cocoa at Regency of Pohuwato, although the movement is not too significant. Policies issued by the government of Gorontalo Province that support the above policy is the Governor's Decree No. 96/23/III/2015 concerning the establishment location determination and development working group integrated agricultural region Gorontalo Province. This policy is the basis to map and assign an area in Gorontalo Province as a commodity development centers or certain business sectors in accordance with the conditions of the region. As well as the researchers found in Pohuwato Regency: where in each district designated as commodity development centers or business according to the potential that is owned and developed by the community and serve as a source of income for local communities. Efforts application of agricultural technology and plantation in District of Taludili in principle has been made through Policy Gerakan Nasional Cocoa with its core program of rejuvenation, rehabilitation and intensification of Cocoa plants. Although this policy results have not been too maximal believed to be caused by a variety of good things from the implementation of policies, policy objectives and the lack of effective programs in terms of implementation, but simply resulted in increased yield and quality of cocoa in District of Taludili. Various phenomena related to implementation policy Gerakan Nasional

that shown above encourage researchers to conduct a deeper study.

#### LITERATURE REVIEW

##### Concepts of Administration and Public Policy

In discussing the concept of public administration and public policy in Indonesia is basically not a new concept, because the concept of public administration already exists from earlier. Only the experts to replace the term public administration into the state administration (Pasolong, 2007). The development of the science of public administration or state basically has gone through three important periods, namely the period of the State Administration of Classical or also known as The Old Public Administration, the period of the New Public Management, or also known as The New Public Management and the period of the New Public Service or also called by The New Public Service. The role of public administration in the country is vital. This is in line with the opinion of Karl Polanyi who said that the economic conditions of a country, highly dependent on the dynamics of public administration (Kaban, 2004). This role is linked to efforts to empower communities and create democracy. Public administration held to provide public services and benefits can be felt by the public after the government increased the professionalism, applying the techniques of efficiency and effectiveness, and more profitable for the government when can enlighten the public to accept and run most of the administrative responsibilities of the public to realize a so called "organized democracy" (Cleveland in Pasolong 2007). In initiating the first discussion of public policy should express the meaning of the notion of public policy and development of the concept of public policy in theory and practice. The policy is a principle or course of action chosen to direct decision making (Nuwawi, 2008:5). Policy is a result of a thorough analysis of the various alternatives that lead to this decision, the best alternative (Pasolong, 2007). Nurchalish (2007), gives the definition of the policy as a decision of



an organization that is intended to achieve certain goals, contains provisions that can be used as guidelines for behavior in: a) the decision-making further; to do either of the target group or the (organizational units implementing policies; b) the application or implementation of a policy which has been set in relation to the (unit) of the implementing organization and the target group.

#### Concept Implementation and Models of Public Policy Implementation

Policy implementation has an important position in public policy. Implementation of the policy is part of the playing in public policy, in addition to policy formulation, policy assessment and others (Djawa, 2004). Implementation of public policy can be viewed from several perspectives or approaches. One is the implementation approach problems introduced by Edwards III. In this case Edwards III filed approaches implementation problems by first put forward two main points: a) factors that support the successful implementation of the policy, and b) the factors that hinder the successful implementation of the policy. Based on these two factors are formulated four key condition the success of the implementation process of communication, resources, executive attitudes and hierarchical structures. Thus, four factors may be an important criterion in the implementation of a policy. Whatever the policy produces that, ultimately boils down to the level of how to implement such a policy in order to achieve the goals set. Plan is 70% of success and implementation of the policy is 60%, while the remaining 20% is control of the policy implementation (Nugraha, 2006). Where implementation policy is the hardest thing, because this is where the problems sometimes encountered in emerging concepts in the field, in addition to its main threat is the lack of consistency in policy implementation. Study of policy implementation continues to experience growth from time to time. Study of the literature of the research produced many publications that attempt to understand the phenomenon that occurs with policy implementation. The development of the policy implementation study (Purwanto and Sulistyastuti, 2012:34) can

be viewed through the following descriptions:

#### 1. Generation I (1970 – 1975):

The generation that uses a case study. Implementation study conducted by Presman and Wildavsky in 1970 with an investigation of policy implementation in depth carried out at a particular location. The goal is to determine the cause of the failure of policy implementation, thus found a solution to overcome the problems with the implementation.

#### 2. Generation II (1975 – 1981):

Building Model. In this second generation of experts have been using more stringent methods to meet the norms required for a scientific investigation. In general, this second generation to understand and explain the problems of implementation distinguished in two approaches: Top-down approach and the bottom up.

#### 3. Generation III (1980):

More scientific approach. Effort was being made to develop and study the implementation of policies more scientific. This is done with the use of scientific procedures research and positions the implementation of the policy as a dynamic process which will continue to run during the applicable policy.

To explain the problem of implementation and Sulistyastuti Purwanto (2012: 37) explains that there are two approaches in the study of policy implementation, namely:

#### 1. Top-Down Approach

This approach is used to classify the researchers on the second generation that uses the logic of thinking from the top and then do the mapping down to see the success or failure of implementation of a policy.

#### 2. Bottom-Up Approach

This approach was pioneered by Elmore (1978-1979), Lipsey (1970), Barua (1978) and Hjern, Hans and Pester (1978), which emphasizes the importance of considering two important aspects in the implementation of a policy of bu-

processes at that level and that target policy being stage process.

To know more about the substance of policy implementation, the following described several models of implementation of the policy put forward for policy experts, namely:

1. The model developed by Brian W. Hogwood and Lewis A. Gunn (1978-1980).

This model often by experts referred to as "the top down approach". According to Hogwood and Gunn, to be able to implement policies in a better (better implementation) would require some specific requirements.

2. The model developed by Van Meter and Van Horn (1979).

This model is referred to as A Model of the Policy Implementation Process. Van Meter and Van Horn is theory that think from an argument that the differences in the implementation process will be influenced by the nature of the conflict implemented. Subsequently, several arguments that it is to find the policy issues to policy implementation and a conceptual model which shows policy with job performance. Both of these experts also supported by conclusion that change, control and compliance action is successful concepts in the implementation process.

3. The Model of Ripley and Franklin (1985).

According to Ripley and Franklin (1985) successful implementation of requires indicator in terms of three issues, namely: a) measuring the in performance of compliance or implementation approach, b) the successful implementation of the process so that they realize and lack of problems, and c) successful implementation leads to satisfaction performance all parties, especially the group of beneficiaries.

4. The model developed by Basil Mammone and Paul A. Schmitter (1983).

This model is called A Framework for Implementation Analysis. Mammone and the

hester (de Nantele, 2006) showed as important side of policy implementation analysis is to identify the variables that affect the achievement of the program in the form on the overall implementation process by classifying the three variables, namely: a) namely the independent variable is whether the problem is essential will impact to indicators of successful and successful implementation issues, diversity and change the social order, b) Variable intervening variable capability for doing along the policy implementation process as it indicates of clarity and consistency of response and the causal theory, the accuracy of the value of funding sources, however, different between implementing agencies, the mix and the implementation agencies, and the momentum of executive officers and openness to outside parties and variables value the positive that affect the process of implementation with respect to factors of socio-economic condition and technology, public support, the attitude of the community, the support of higher authorities as well as the commitment and the quality of leadership and executive officers, c) The dependent variable is the stage in the implementation process, with characteristics, namely an understanding of the formulation of policy implementation, compliance, support, implementation, acceptance of the results and ultimately lead to a revolution of the public sector and information that the overall policy that is implemented.

5. The model of Mervin S. Ginzburg (1988).

Successful implementation by Mervin S. Ginzburg, in Schmitter (2008) was influenced by two major variables namely policy content (content of policy) and the implementation environment (context of implementation). Variable content of the policy include a) the interest of the target audience or the target group that will be the outcome of the policy, b) type of benefit received by the target group, c) the social change from policy, d) the accuracy of the content of a program, e) a policy receives with detailed implementing apparatus, and f) a program supported by adequate resources.



sources. While the policy environment variables include: a) power, interests, and strategies that are owned by the actors involved in policy implementation, b) the characteristics of the institution and the regime in power, c) the level of compliance and responsiveness of the target group.

#### 6. The model Elmore, Lipsky, Hjen & O'Porter

The model developed by Richard Elmore (1979), Michael Lipsky (1971) and Benny Hjen & David O'Porter (1981), in Nugroho (2006), confirms that the initial stages of the implementation of the policy starts from identifying the network of actors involved in the process service. This implementation model is based on the types of public policies that encourage people to do their own implementation policies or they involve government officials, but only at lower level. Therefore, the policy must be made in line with expectations, the public will be the target or its clients and is also in line with the lower echelon officials who become observance. This model policy is usually initiated by the public either directly or through NGOs.

#### 7. The model of Edwards III (1980)

Model implementation of policies top-down perspective was developed by George C. Edwards III (1980) by naming model of public policy implementation Direct and Indirect Impact on Implementation. In this approach, there are four variables that determine the success of the implementation of a policy, namely: (1) communication, (2) resources, (3) the disposition and (4) the structure of the bureaucracy.

#### 8. The Model of Goggin, Brown etc.

Goggin, Brown et al in his book *Theory and Practice Implementation Toward a Third Generation* implicitly requires three important things in policy implementation, namely: a) the context of the message, b) the form of the message, and c) perceptions of the leadership of the country. All three of these are translated into eleven indicators, namely: a) the resources, b) the credibility of the message as a solution, c) the efficiency of the policy, d) community participation, e) the type of policy, f) the clarity of the poli-

cy, g) the consistency of policies, h) message repetition frequency (policy), i) the recipient policy, j) the legitimacy of the leadership of local policy makers, and k) the credibility of the leaders at the central level.

#### Concept Increased Production and Quality Cocoa

According to the Dictionary of Indonesian (2014:666), production is the result, income, goods made or produced. Production is basically an attempt to create and improve the usability of a product to meet the needs. While the quality is bad something good measure of quality: the level or degree (2014:585). In everyday conversation, people often misinterpret the meaning of the word improve and increase. Boost is raised or add capabilities, enhancing the power of thought, fighting spirit, absorption and purchasing power. While the increase in defined making more, by increasing (business activity) (2014:885). Increased yield and quality of cocoa which is intended in this research is how the efforts made by farmers in increasing production yield and quality of cocoa, among others, by the application of technology in the agricultural and plantation estates pattern applied by Cocoa farmers in Sub Taludili of Pohuwato Regency.

#### Policy of Gerakan Nasional Cocoa in Pohuwato Regency

The potential development of cocoa plantations in line with the National Policy, known as *Gerakan Nasional* (National Movement) increase production and quality Cocoa here in after called *Gerakan Nasional Cocoa Policy* initiated by the Directorate General (DG) Plantation Ministry of Agriculture of the Republic of Indonesia since 2009. In 2010 and 2011 *Gerakan Nasional* cocoa began to be implemented in Pohuwato Regency with the basic policy of Minister of Agriculture Decree No. 1832/KPTS/OT/160.1/2011 on *Gerakan Nasional* (National Movement) increasing production and quality Cocoa. This policy has brought changes to the pattern of plantation run by the farming community.