

# THE EMPOWERMENT OF POOR FARMERS AT THE MOUNTAIN AREA THROUGH THE INTEGRATED PROGRAM OF POVERTY MITIGATION BASED ON RESIDENCE IMPROVEMENT INITIATIVE (IOPM-BORII)

(Case Study at Bambasiang Village, Palasa District, Parigi Moutong Regency)

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**Abstract**— Research was conducted with several objectives such as: (1) to describe and to analyze the implementation of The Integrated Program of Poverty Mitigation Based on Residence Improvement Initiative (IOPM-BORII) at Bambasiang Village, Palasa District, Parigi Moutong Regency; (2) to reconstruct the empowerment strategy aimed for poor farmers in IOPM-BORII at Bambasiang Village, Palasa District, Parigi Moutong Regency. Research used qualitative approach. Result of research indicated some findings: (1) the implementation of IOPM-BORII at Bambasiang Village was done in participative manner; (2) this implementation involved activities such as extension, reporting, and evaluative monitoring; (3) finally, this implementation also helped improving community welfare which in turn resulted in the satisfaction of basic social necessities of the poor farmers. However, IOPM-BORII implementation was not yet optimum. The achievement of three considered priorities was still below expectation. It failed to ensure the sustainability of pre-welfare communities' capacity to undergo economic activities at micro and small scale works. Therefore, empowerment strategy was reconstructed in such a way into several solution alternatives for achieving IOPM-BORII goals. (1) It had enabling role, which manifested through training session for village facilitators. (2) It also had reinforcing role which involved periodic farming extension. (3) It played protecting role such as controlling sale price of farming products in favor of farmers, opening marketing network, and giving more intensive facilitation in managing the aids. (4) It played also supporting role, including giving an industrial training with farming products as raw material and opening household industry at micro and small scales. (5) it served maintaining role that involved periodic monitoring and evaluation, and also post-evaluation follow-up.

**Keywords**— Poverty, Residence Improvement, Empowerment Strategy.

## I. INTRODUCTION

Empowerment was an effort to improve self-reliant capacity and self-confidence to use any resources into better direction (Diana, 1997:15). In other words, empowerment was the effort to build self-reliant capacity into the community. Therefore, it can be said that community empowerment was intentionally aimed to facilitate local communities in making plans and

decisions about managing local resources through collective action and networking, and thus, the communities would have their own self-reliant capacity in economical, ecological, and social matters (Subejo and Supriyanto, 2004 in Kurniawan, et al., 2013:2).

According to Usman (2004:39) in Mangowal (2013), one important strategy for the development was community empowerment. It was truly important because it helped the community to learn, to understand, and to apply various development activities. The change from a national development paradigm into a democracy and autonomy may grow a wide awareness about the importance of community participation in development processes and programs.

Empowerment and participation were the most frequent words to be heard when individuals discussed development issues. However, empowerment and community participation were neither deeply understood nor extensively carried out by government, private and communities. Governmental programs for poverty mitigation did not emphasize on empowerment, but it was like a Santa Claus. The impact of the programs did not teach communities about how to fight against poverty but merely encouraged communities to spoil themselves and to avoid from working. As Gumilar (2007:12) said in Sukidjo (2009), direct financial aids only sustained poverty. Other poverty eradication programs were also Santa Claus despite their kindness goals. These programs failed to bring self-reliance into the poor communities (Sukidjo: 2009). Therefore, poverty eradication programs must emphasize on empowerment aspects because it pushed poor communities to be self-reliant, participative, and empowered. Empowering the communities would help communities to pull out themselves from poverty issues.

Some poverty mitigation programs were launched by the government such as Rice for the Poor, Subsidy Transfer Aid (BLT or BLSM), Community Health Assurance, Aids for Poor Students (BSM), Expectant Family Program (PKH), PNPM Mandiri, People Work Credit, and others. All these programs were designated to alleviate poverty through a set of empowerment programs. However, Faturrochman (2007:5)

found serious weaknesses in these poverty mitigation programs. (1) The empowerment mechanism for poor communities was not optimum because it was like “a merciful orientation”. Therefore, financial aids were only signified as “free-of-charge financial aids” from the government. (2) There was an assumption that the poor always needed capitals and this caused too little change in the mindset, attitude, and behavior of poor communities in understanding poverty root. (3) Empowerment program was partially understood. For example, it was considered merely as a program to interfere with one aspect of work, and it lacked integration with major empowerment program.

By intention to support Central Government in pursuing at the agenda of National Long-Term Development Plan (RPJPN) and Middle-Term Development Plan (RPJMN) in Period 2010-2014, the Local Government of Central Sulawesi Province also implemented various programs for poverty mitigation. One program was that in 2014, the Government of Central Sulawesi Province had formulated The Integrated Program of Poverty Mitigation Based on Residence Improvement Initiative (IPOPMBORII). This effort was a serious intention from the Government of Central Sulawesi Province to mitigate the poverty. The following was the description of poverty in Indonesia and Central Sulawesi Province.

Based on the data released by BPS, the poverty rate of Central Sulawesi Province in 2014 was 13.61 percents, meaning that 328,063 persons suffered quite significantly from poverty. It was still straightly proportional with the poverty rate in 2009 which affected 483,118 persons or 18.61 percents of population. Although it was quite significant reduction, poverty rate in Central Sulawesi Province was still higher if compared to national poverty rate. In 2014, national poverty rate was only 10.96 percents or 27.73 millions heads. This was the background why the Government of Central Sulawesi Province organized poverty mitigation programs through IPOPMBORII in Central Sulawesi (Longki Djanggola, Governor of Central Sulawesi, 7 April 2016).

The Integrated Program of Poverty Mitigation Based on Residence Improvement Initiative (IPOPMBORII) was a poverty mitigation model that emphasized not only on physical development, but also on empowerment that involved improving human resources and giving capital aids (Technical Manual of IPOPMBORII, Bappeda, Parigi Moutong Regency). As said by Patta Tope, Head of Bappeda for Central Sulawesi Province (sulteng.antaranews.com, accessed on Thursday, 7 April 2016, 11:42):

Poverty eradication programs already existed in each SKPD. However, it did not touch primary economic activities of the family. “Residence Improvement Initiative” was allocated as an alternative to facilitate poverty eradication because it directly impacted on the improvement of income of the poor. IPOPMBORII was a program alternative directly aimed for improving the income of the poor and accelerating the reduction of poverty rate. The Government of Central Sulawesi Province under the leadership of the Governor Longko Djanggola already set a target that the poverty rate of Central Sulawesi Province by 2017 was reducing until similar to the national average number.

Usman (2013:11-13) insisted that at least there were four requirements needed in the developmental initiative for local community. First, such initiative must recognize the genuine character such that the approach would go in harmonious with community characteristics. Second, there would be community participation because communities had various different preferences. Third, communities’ marginal status was still defended. Finally, fourth, resources and powers utilized within The Integrated Program of Poverty Mitigation Based on Residence Improvement Initiative (IPOPMBORII) were also aimed to interfere with main economic activities done by the poor as the receiver of the aids (sulteng.antaranews.com, accessed on Thursday, 7 April 2016, 11:42). Indeed, this program was self-formulated by the Local Government of Central Sulawesi Province by expecting that the aids would be given in consistent to the local condition of the region and poor communities in Central Sulawesi Province.

Old paradigm of the development was top-down, but now it was reoriented toward bottom-up which rural communities or farmers were put at the center of development (Kurniawan, et al., 2013:2). Community Empowerment was oriented consistently with new paradigm of development approach. Community empowerment paradigm was shown as a reaction against the failure of the implementation of centralistic development models that were usually top-down rather than bottom-up (Soenyono, 2012). Bottom-up models gave opportunities for the communities to engage within development process, not only receiving the result of decision-making process about officer selection, planning, plan implementation, and program evaluation, but also participating into the activities of planning, implementation, evaluation and utilization of program result (Korten, 1988; Basrowi, 2011 in Soenyono, 2012:41).

IPOPMBORII was designed differently from other poverty mitigation programs ever made for Central Sulawesi Province in Indonesia. Previous governmental programs were often central-based. The central government determined the receiver and the type of the aids. At this IPOPMBORII, the receiver was determined by communities through village deliberation but the eligibilities and criteria for receiving the aids were set by the Government of Central Sulawesi Province. Poor communities were given chances to take a participation in determining the receiver of aid programs. As revealed by the Governor of Central Sulawesi, Longki Djanggola admitted that the receiver of Residence Improvement Initiative was proposed through active participation of the communities in deliberative mechanisms, including village deliberation or other relevant deliberation.

Deliberation concerned not only with selecting the receiver, but also with what type of aid would be received. All of them were discussed in the deliberation. Type of the aid was varying. It can be capital aid in the forms of equipments and tools. In case of fishing, the aid may be fishing boat, fishing hook, purse seine, and others. In case of farming, the aid should be relevant with farming activities. The aid must be what the receiver need after they pass on the predetermined criteria and eligibilities. Poor communities were truly invited into the implementation of IPOPMBORII in order to ensure that the aid was compatible with conditions and necessities of the poor communities.

Parigi Moutong Regency was the third poorest area in Central Sulawesi Province. The number of the poor in Parigi Moutong Regency was the highest of all regencies in the Province. IPOPM-BORII in Parigi Moutong Regency was held in 20 Districts (now there were 23 Districts). There were 64 villages in coverage if it was counted proportionally. As shown by the mapped by the Registration of Social Protection Program (PPLS) in 2011, done by BPS once in 3 years, it was shown that Palasa District was a district with the largest population of the poor if compared with 23 other Districts in Parigi Moutong Regency. There were 4,569 households or 8.96 percents of population who were considered as poor. The receiver of Rice for the Poor in Palasa District on 2015 was 3,827 households or 10.47 percents of population (Palasa District in 2016). Of eleven villages in Palasa District, Bambasiang Village has the highest number of households who received Rice for the Poor in Palasa District, by the count of 86.19 % of village population.

Based on backgrounds and problems above, the author then had interest to examine about the empowerment of the poor farmers in mountain area through The Integrated Program of Poverty Mitigation Based on Residence Improvement Initiative (IPOPM-BORII). The formulated problems in this research were described as following. (1) How is the implementation of The Integrated Program of Poverty Mitigation Based on Residence Improvement Initiative (IPOPM-BORII) at Bambasiang Village, Palasa District, Parigi Moutong Regency? (2) How is the reconstruction of empowerment strategy for poverty mitigation through IPOPM-BORII for poor farmers at Bambasiang Village, Palasa District, Parigi Moutong Regency?

## II. METHOD OF RESEARCH

Research type was qualitative with case study approach. Research was conducted at Bambasiang Village, Palasa District, Parigi Moutong Regency, Central Sulawesi Province. Informants were selected with purposive sampling. These informants were (1) key persons such as the governing officers at Bambasiang Village including the Head and the Secretary of Bambasiang Village, (2) main persons such as village facilitator and the household who received IPOPM-BORII aids from BP3K Officer who represented Palasa District, and (3) supplementary informants comprising of KUPTD Pertanian for Palasa District, the Head of Palasa District, the Head of Economic Sub-Division in Bappeda of Parigi Moutong Regency, and the Head of The Official of Agriculture and Animal Husbandry in Parigi Moutong Regency. Data and information were collected through observation, unstructured interview and documentation. Data analysis was using method suggested by Stake (in Creswell, 1998). There were four ways of data analysis and data interpretation in case study. These included categorization, direct interpretation, pattern and compatibility search, and naturalistic generalization. Data validation was tested with data triangulation.

## III. DISCUSSION

### A. General Description

Bambasiang Village was the third widest village in Palasa District. It had 105.15 km<sup>2</sup> or around 17.15 percents of total wide of Palasa District. The plain land of Bambasiang Village was only 5 percents whereas the remaining represented valleys and mountains. In 2015, most people at Bambasiang Village, or 93.63 percents, were farmers and farming laborers.

Food cultivated by Bambasiang Village people was corn and dry rice. Main horticulture in the cultivation was shallot and vegetable onion. Plantation crops were cacao, clove and candlenut.

The Integrated Program of Poverty Mitigation Based on Residence Improvement Initiative (IPOPM-BORII)

B. Goals that want to be achieved through The Integrated Program of Poverty Mitigation Based on Residence Improvement Initiative (IPOPM-BORII) were:

- (a) The fulfillment of base social necessities in local communities;
- (b) The creation of sustainable self-reliant capacity into the communities;
- (c) The development of economic works among pre-welfare communities at micro and small scales;
- (d) The opening of work opportunity; and
- (e) The opening of access for the poor community for utilizing natural resources and for maintaining the quality of life environment.

Funds allocated by IPOPM-BORII to each village/sub-district were maximally 200 millions rupiahs (IDR). The target location of IPOPM-BORII in Parigi Moutong Regency included the poverty enclave area or the region with the poor in majority, at least being poor based on the data from The National Team of Accelerated Poverty Mitigation (TNP2K). The location of IPOPM-BORII villages was determined using the indicator, which is that the village has the biggest number of the poor if compared to other villages in same District or across Districts in Parigi Moutong Regency based on the 2012 data of TNP2K. The determination of IPOPM-BORII location was also considering the proportion or poverty rate of each District. Based on the existing criteria, there would be 20 Districts (now becoming 23 Districts) and 64 villages that became the location of IPOPM-BORII implementation.

## IV. THE IMPLEMENTATION OF IPOPM-BORII AT BAMBASIANG VILLAGE

### A. The Determination of Receiver and Type of Aid in IPOPM-BORII

IPOPM-BORII produced a situation when communities were given discretion and trust, and invited to take participation to this program. The participation of communities may be found in village deliberation to determine who can receive IPOPM-BORII aid. Each village received maximum aids of 200 millions IDR for 20 target households (RTS). Bambasiang Village had 20 RTS to receive IPOPM-BORII aids.

To determine 20 RTS, the first Village Deliberation (Musdes) was attended by the Head of Bambasiang Village, the members

of the Managing Team for Village Program, the village facilitator, the religious elders, the youth figures and the representative of communities. In this deliberation, RTS was determined using the criteria made by the Coordination Team for Parigi Moutong Regency, and the result was then deliberated by the participants of deliberation.

Each RTS was given score on the relevant criteria. Najiati et al (2005) explained that one principal thing for the success of empowerment program was participation. This participation means that the program should be participative, based on plan, executable, controllable, and can be evaluated by communities. Village deliberation would determine RTS at Bambasiang Village. Communities were invited to attend village deliberation to determine the score of RTS candidates on the criteria. RTS with the greatest score would be selected as the receiver but still by examining the condition of each RTS.

The factor constraining the determination of RTS was that most RTS candidates were living below the expected standard in the eligibility criteria. Education background was low because most of them were dropping out. The dependent member of RTS was averagely 4 or even more. Housing was relatively similar in terms of their floor width, floor type, ceiling, and wall. Vacancies were only open for farming work. It was not surprising if the scores on various criteria were almost similar. Therefore, deliberation was important to determine who should receive program aids. It was also the time when communities used their participation to determine the receiver of the program aids in proper ways. Community participation may increase community self-reliance. This finding was supported by Craig and May (1995) in Hikmat (2004) who stated that participation was the important component to develop self-reliance and empowerment.

After being agreed in the first village deliberation on who should be RTS or the receiver of IPOPM-BORII, then the village facilitators and the head of village would identify and resolve the problems found during determination or selection of the type of aids. The type of aids must be relevant with the condition of each farmer in RTS. At second deliberation, farmers as the receiver must explain their problems, or at least, problems constraining them from undergoing their farming work. For instance, these problems may include those related with preparing the plants, maintaining the plants, and harvesting. Based on the problems suffered by farmers, then farmers were required to suggest the proper aids or the aids they need to deal with their problems. The facilitator, in this case, provided suggestions and descriptions about the proper aids. In this case, village facilitator would do technical analysis for the activities proposed by farmers.

P. Zahriyani (2009) in Mangowal (2013) asserted that empowerment programs given to the poor farmers were very helpful to increase the welfare of farmers. The priority to be funded by IPOPM-BORII, as suggested by communities, was to support the livelihood of poor communities, and the process was facilitated by the Head of Village and the Village Facilitators. Because the receiver of the aids was the poor farmers, then the suggested priorities were designed to support their farming activities. The suggested lists were collected and then verified by Regency Verification Team. After the list of the suggested proposal was agreed, the candidates of aid

receiver were determined by the Regent through the Decree of Regent.

Mangowal (2013) said that some factors influenced farming works. One of them was capitalization. The capital seemed only available to more established farmers while traditional farmers were hardly accessing to this capital, possibly due to their lacking of collateral and business reliability. It was very hard for traditional farmers in accessing capitalization unless they were given easiness. Through IPOPM-BORII, the government helped resolving capital problem in farmers, especially when they must buy farming tools and seeds. Emil Salim in Supriatna (1997:82) declared that one characteristic of poor population was that they did not have a possibility to possess their production asset though their own power. By giving capital aids in forms of farming tools and seeds, the government has supported farmers by making them able to afford production assets and also able to undergo their work in self-reliant ways.

#### B. The Receiving of IPOPM-BORII Aids

Some target households (RTS) or the beneficiaries prepared their suggestions of aid type into proposal. This proposal would be administered by village facilitator and be submitted to the Coordination Team of Parigi Moutong Regency at more or less 3 months until the aid came. The aids were stocked in the provider partners. The facilitator of Bambasiang Village picked up these aids to be deployed at the Village Office. All aids should be available in this Office, and the beneficiaries were invited to receive the aids. The hand-over of the aids was usually ceremonial.

The hand-over ceremony of IPOPM-BORII aids at Bambasiang Village was accompanied with the extension or explanation to farmers about how to use the aids. This explanation was given by village facilitators when the beneficiary farmers took the aids at Village Office. It was done to keep farmers acknowledging about how to use the tools properly because most tools were new equipment which they did not familiar with. The explanation also helped increasing the ability of farmers to work on their farming.

Prijono and Pranaka (1996) in Basrowi (2011) and Soenyono (2012:39) had said that empowerment process has two tendencies. One was being a process of stimulating, encouraging, or motivating individuals to have their own capacity or power to determine their life through dialog and discussion within organization or group. By delivering an extension when the aids were handed over to farmers, facilitator may also enlighten farmers by informing about problems found in the farming and also solutions to these problems. It may increase the knowledge of farmers to optimize the aids just given.

The extension was not accompanied with practical demonstration of the tools. The parting tools and its maintenance were not explained and so were the practice of measuring the dose between herbicide and water before spraying. Education background of Bambasiang Village farmers was very low, and that was why farmers found difficulty in understanding how to utilize the aids. The lacking of knowledge due to low education had resulted in less utilization of the aids or farming technologies. Less utilization

would impact on low production and productivity. Dealing with this problem, the extension and explanation given during hand-over must be accompanied with the practical demonstration because it helped farmers to understand quickly the method of usage and the benefit of equipments or tools.

In relative to this matter, one important thing to consider was the competency of village facilitator in conveying the extension. Reliable competency may help village facilitator in giving information through extension in manners of variety, clear and understandable words. Stakeholders' support was needed to ensure the smoothness of farming extension in order to optimize IPOPM-BORII implementation.

#### C. The Impact of The Usage of IPOPM-BORII Aids

Based on the result of monitoring and evaluation by The Residence Improvement Initiative Team from BAPPEDA and the Facilitator of IPOPM-BORII for Parigi Moutong Regency, it was reported that:

1. After Residence Improvement Initiative, the income of RTS was increasing by 60 % in average.
2. The assets owned by RTS were improving. For example, the gardens were enhancing, they could by motorcycle and farming tools, and others.
3. RTS were motivated to improve and to maintain governmental aids.
4. Residence of RTS had changed from temporary to semi-permanent and from semi-permanent to permanent.
5. There was great accommodative posture from immediate village government officers because they were always willing to bear the responsibility of IPOPM-BORII aids.
6. However, the income in fishery sector (among fishers) was not changed.
7. Few Target Households were "irresponsive" to governmental aids.
8. Village Facilitator was not optimum in fostering RTS as the beneficiary of IPOPM-BORII aids.
9. There was no synergy between Residence Improvement Initiative and the regulation of village.

Agnes Sunartiningsih (in Indrika, 2013) mentioned that community empowerment would improve life quality, income and living standard of the communities. Regarding to the result of monitoring and evaluation above, in general, IPOPM-BORII had changed community welfare into the better. It was reflected from the result of monitoring and evaluation. The result of monitoring and evaluation above showed that assets was increasing, and it was related with the enhancement of garden width, the increasing number of farming tools, and others. Farmers were also motivated to maintain the function of the tools. IPOPM-BORII can indeed improve life quality, income and living standard of the communities although it was still partial.

IPOPM-BORII was very good and giving few positive impacts to the communities, especially for the beneficiary of the programs. Besides helping the farming work and improving income, the implementation of IPOPM-BORII at Bambasiang Village had changed farmers' attitude to be self-reliant and be more motivated to increase their work. At Bambasiang Village, the poor farmers as the beneficiary took many benefits from the

program. They were hampered from marketing their products, or if they could, only few products were sold to the market.

Result of monitoring and valuation also indicated that empowerment through IPOPM-BORII could improve community welfare, at least by smoothing a transition of communities from powerless to empowered. The increase of welfare impacted on easiness to fulfill the base social necessities of poor farmers such as cloth, food and shelter. Their income was increasing because farmers could capitalize their farming works. This increasing income helped them in fulfilling their basic necessities.

#### V. GAPS AND GOALS OF IPOPM-BORII AT BAMBASIANG VILLAGE

The author confined emphases to 3 priorities from 5 goals of IPOPM-BORII:

- (a) The fulfillment of base social necessities in local communities;
- (b) The creation of sustainable self-reliant capacity into the communities; and
- (c) The development of economic works among pre-welfare communities at micro and small scales.

Three priorities of IPOPM-BORII above were not achieved as expected. Description of failure was given.

Firstly, work capacity was not sustainable. Throughout IPOPM-BORII, indeed, poor communities, especially poor farmers as the beneficiary of the program, were participated in determining the receiver and the type of the aids. They were also given an extension about tools and problems in farming activities. It must be ensured whether they were able to use the aids in self-reliant ways. However, it was limited only to this matter, and there was no sustainable usage among farmers. Besides, farmers were facilitated only until the aids were handed over. There was no action to escort the knowledge of farmers, at least to help them in developing their existing knowledge. The extension was conveyed only during the handed-over ceremony and not followed by periodic extensions either by PTPK-IPOPM-BORII Facilitator at Bambasiang Village or by the extension officer from Palasa District.

Novita (2015) explained that to reinforce the strength of empowerment program, the information must be conveyed continually to keep the communities catching up with the updated activities. Related to IPOPM-BORII activities at Bambasiang Village, the extension of information was not continuous. Information was given only during the handed-over ceremony. Follow-up facilitation was neither given by IPOPM-BORII Facilitator at Bambasiang Village nor by the extension officer from Palasa District. The factor constraining this extension was operational problem. The village with normal accessibility was not problematic, but Bambasiang Village was too remote with hard accessibility. The government should give great attention to this matter. Governmental intervention may be needed.

Secondly, the economic activities of pre-welfare communities at micro scales were not developed. IPOPM-BORII at Bambasiang Village brought positive impact but only on subsistence sector of the beneficiary communities. Economic activities at micro scales, including household

industry, did not develop as expected despite the abundance of farming products at Bambasiang Village which were ready to exploit. It was apparent due to the lacking of knowledge among farmers. These unsophisticated farmers only cared with how to cultivate their farming for profit rather than tried to think about other issues. The worse was no coordination across relevant agencies, such as between the Official of Industry and Trade and the Official of Cooperative and Small-Middle Enterprises, in IPOPM-BORII implementation.

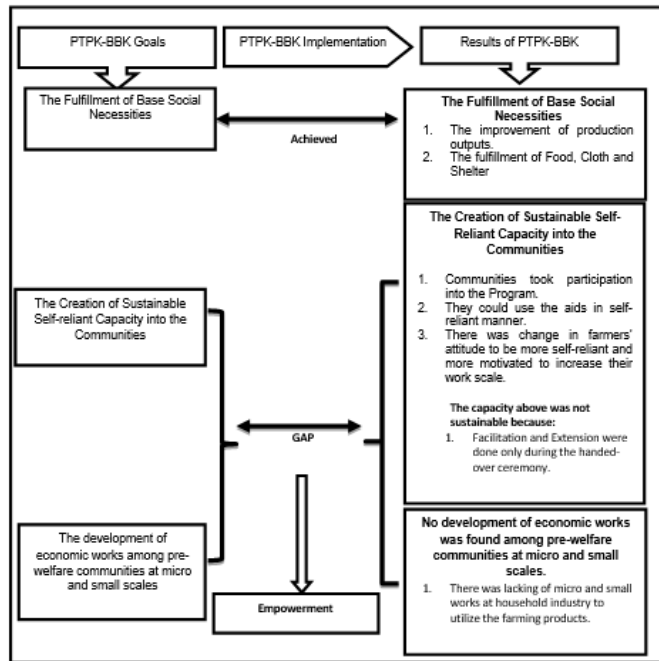


Figure 1. The Gap between IPOPM-BORII Goals and The Achieved Results

There was a gap or discrepancy between the expected goals and the achieved results from IPOPM-BORII implementation at Bambasiang Village. Therefore, the gap must be reduced or eliminated, and hereby, the proposed solution or strategy was through empowerment.

## VI. SOLUTION ALTERNATIVES FOR ACHIEVING IPOPM-BORII GOALS THROUGH EMPOWERMENT APPROACH

### 1) Enabling

According to Suharto (2014), the enabling strategy would create a situation that helped communities to work optimally by freeing them from the constraining cultural and structural partitions. This enabling stage was the first stage of empowerment process. In achieving IPOPM-BORII goals, the enabling strategy was to build the capacity of village facilitator as the program mentor.

Widjanti in Khasanah (2015) explained that there were some capitals that supported empowerment process to create the powered communities. One capital was the capacity of empowerment agents to create the powered communities. The change agent could also be communities itself (stakeholders) or social workers. As said by Widjanti, Bappeda can play double role either as empowerment agent or stakeholder. Therefore, Bappeda must put village facilitators on the tip of

spear of village activities. This position can be held by individual who had capacity in facilitating.

One thing to be done was by improving the competency and knowledge of village facilitators by giving them training session. This session may be capacity building event at which the participants were given materials about IPOPM-BORII, concepts relevant to IPOPM-BORII implementation, IPOPM-BORII implementation procedures, and important information about IPOPM-BORII implementation (those related with farming, plantation and fishery sectors). Facilitator participants may also obtain materials about how to implement their role and duty as IPOPM-BORII mentor. Training session can also improve competency and knowledge of the participants, and help them to convey and share their knowledge with poor farmers or poor communities in the program. Participants would also be able to execute their job on predetermined procedures. The most important thing was the reliable knowledge and competency of facilitators should ensure that IPOPM-BORII implementation on field would be more optimal.

### 2) Reinforcing

Reinforcing approach, as said by Suharto (2014), was to strengthen knowledge and competency of communities in resolving their problems and in fulfilling their necessities. It means that empowerment must grow the self-reliance and the self-confidence of communities to develop their autonomy. To achieve IPOPM-BORII goals at Bambasiang Village, one strategy was periodic extension.

Slamet (2000) in Novita (2015) defined community empowerment as development extension process. Development extension was a process of changing social, economical and political realms by empowering and reinforcing the competency of communities through participative learning process. It may change the behavior of all stakeholders to become more powered, self-reliant and participative communities with sustainable welfare. Extension empowered poor farmers in such way that they can develop their competency to be self-reliant, participative and sustainable.

Farming extension was defined as a non-formal education system applied to farmers and their families to ensure that they will know their own problems, and then be willing, be able, and be self-reliant to resolve their problems satisfyingly, and from this, their welfare would improve (Wiriadmadja, 1990 in Sadono, 2008). Farming extension to reinforce the knowledge and competency of farmers was done by village facilitator or by the BP3K Extension Officers from Palasa District whose duty was to deliver extension. Good coordination between the Village Facilitator and the BP3K Extension Officers from Palasa District was supportive to the implementation of periodic farming extension.

### 3) Protecting

Protecting approach, as noted by Suharto (2004), was aimed to protect communities, especially those economically weak, from the oppression of the strong group, from the effect of unbalancing competition, and from the exploitation by the strong group. Governmental solution to protect poor farmers at Bambasiang Village was by controlling the sale price of farming products to keep farmers from being loss. The control over sale price can be done by facilitating the buyers or collectors of the harvest. These collectors were usually

agencies such as the Official of Agriculture and Animal Husbandry, the Logistic Affair Agency, and the Official of Industry and Trade. Local government also cooperated with companies or privates that needed raw materials from farming products at Bambasiang Village. Farmers should not be in the lost position because the price was always put in standard by the government through strict monitoring of market price.

Other measure taken by the government to protect poor communities, especially poor farmers at Bambasiang Village, was the opening of marketing network. According to Mangowal (2013), one factor influencing farming activity was marketing. Market was the last key in developing the farming activities because if market was not available, then farming production by farmers would not give benefits and contributions to the increase of income and welfare of farmer families.

As shown by the fact found by the author on the field, the farmers were hampered from doing their marketing due to several factors. Transportation cost was very expensive. Marketing network was too few, thus limiting farmers from selling their products. The existing market did not have capacity to accommodate the farming products from the farmers. The collector traders remained dominant in collecting farmers' products. However, farmers must follow the sale price set by the collector traders. Although the price was still set based on market condition, but if the comparison was made, the price accepted by farmers from the collector traders and the market real price were in huge differential.

One possible solution was by building traditional market in mountain area. The presence of this traditional market at mountain area at Bambasiang Village would keep farmers in vicinity to the market. It helped farmers to sell all their products without bothering themselves with expensive transportation or low access. Traditional market at mountain area may facilitate the initiation of the opening of marketing network. One way to help this opening was the cooperation between the Official of Agriculture and Animal Husbandry, the Official of Industry and Trade, and the Official of Cooperative and Small-Middle Enterprises. Good coordination across these agencies could help the opening of other marketing networks. For instance, the cooperation with the Logistic Affair Agency was made to accommodate farming products from Bambasiang Village farmers. Other cooperation can also be made with privates or relevant industries that were controlled by the Local Government. The cooperative could be founded at Bambasiang Village because it surely facilitated farming activities at Bambasiang Village.

Poor farmers at Bambasiang Village can be protected by the government by intensifying the facilitation of poor farmers by village facilitator during IPOPM-BORII implementation. The facilitation was not only given during village deliberation and aid handing-over ceremony, but also provided more intensively after the giving. It was said so to protect farmers from other individuals or their own actions that can send them into suffering.

#### 4) Supporting

Supporting was meant as giving guidance to communities to implement their roles and duties of their life (Suharto, 2014). Supporting was done by facilitating Bambasiang Village communities to open household industries or micro/small

works which the raw material derived from farming products. For instance, they can open vegetable onion industry, corn flour industry, or others that will use their farming products as raw material. The household industries would increase the added-value of communities, especially farmers.

Guidance can be provided by the government by giving training session to Bambasiang Village communities about household industries and micro/small works. Communities may also be taught about how to process their farming products to become the industrial goods with higher sale price. In this case, Bambasiang Village communities would have additional knowledge about industries in addition their farming knowledge received from extension. Training sessions should be very helpful to improve the competency and economic of poor communities at Bambasiang Village.

Each individual had power to develop their potentials and skills to improve their living. They may develop their initiative, creativity, and innovation within their environment (Irawati, 2006). Governmental can support this by facilitating the establishment of household industries or micro/small works, or by giving training about how to develop potentials and skills that helped communities to develop their initiative, creativity and innovation. In order to make this happen, the engagement and cooperation between agencies, such as the Official of Industry and Trade, the Official of Cooperative and Small-Medium Enterprises, and Bappeda, were needed. Good coordination and cooperation would be well implemented.

Within industrial training, the communities were not only informed about how to process raw materials into the higher value things, but they were also given knowledge about how to open household industries or how to manage and develop their works. Micro and small economic works at Bambasiang Village would be created and developed through this way.

#### 5) Maintaining

Maintaining was the final stage of empowerment. According to Suharto (2014), the favorable condition of work must be maintained to produce a balancing distribution of power across groups in communities. Empowerment assured the balance because every individual would obtain similar opportunity to work. In relation with the achievement of IPOPM-BORII goals, this maintaining strategy was periodically sustainable monitoring and evaluation. Monitoring through periodic report must be done to find out how far the development was and what the effect of the program was on poor communities.

Based on the findings on the field, this stage was not optimum. First, village facilitator must prepare monthly reports, such as the Financial Statement and the Activity Report, to be submitted to the IPOPM-BORII Coordination Team in Regency at least every date of 10th in the next month, but these reports were not found. As explained by village facilitator, these reports were made to ensure that the aids received by RTS were in good condition and not for sale, and must be used for farming activities. As shown by technical manual, the report was monthly submitted to the IPOPM-BORII Coordination Team in Regency. However, in reality, these reports were never made.

Therefore, for next implementation, monthly monitoring report should be made by village facilitator. This report contained 6 (six) materials as required in the Technical Manual of IPOPM-BORII. The monitoring was not only modeled by Regency

Coordination Team, but also habituated by village facilitator. This role-model should be urgent at least to advance the obtaining of descriptions about the development of the program and the impact of the program on each village. Periodic report (monthly) should be helpful in keeping the balance of program implementation.

The most important thing to do in monitoring and evaluation was to follow-up the result of monitoring and evaluation. This follow-up was needed to assure the sustainability of program implementation. It must be done by involving relevant agencies to ensure that several poverty eradication programs would be integrated during execution. Each program must not be isolated or be overlapped.

## VII. RECONSTRUCTION OF FARMERS' EMPOWERMENT STRATEGY IN IPOPM-BORII AT BAMBASIANG VILLAGE

As indicated by the findings of IPOPM-BORII implementation at Bambasiang Village, it was understood that IPOPM-BORII goals were not wholly achieved. There was gap between the expected goals and the achieved results. Therefore, the author designed a model as the reconstruction of farmers' empowerment strategy in IPOPM-BORII at Bambasiang Village. The following was IPOPM-BORII implementation before and after the reconstruction of farmers' empowerment strategy in IPOPM-BORII at Bambasiang Village.

The reconstruction of farmers' empowerment strategy in IPOPM-BORII at Bambasiang Village was aimed to improve IPOPM-BORII implementation to assure that the goals of the program could be achieved. The reconstruction of farmers' empowerment strategy was designed based on the findings from the field and the result of analysis against IPOPM-BORII implementation at Bambasiang Village. The implementation of IPOPM-BORII at Bambasiang Village indicated community participation in the program. Type of aids and the receiver of the aids were determined through a mechanism of community deliberation at Bambasiang Village. However, result of evaluation showed that the goals of program were not wholly achieved. Therefore, by the reconstruction of empowerment strategy, it was expected that the goals of the program could be achieved.

The reconstruction of empowerment strategy was illustrated in Figure 2. Empowerment strategy in this case was 5P Empowerment Theory (Suharto, 2004). The 5P Empowerment Strategy in the reconstruction of farmers' empowerment strategy in IPOPM-BORII at Bambasiang Village could be clarified as following.

1. The enabling strategy was done by giving training session to village facilitator to improve their knowledge and competency. Training session may train village facilitator how to utilize their knowledge and competency in proper way. Reliable knowledge and competency would help facilitating and optimizing IPOPM-BORII implementation. This strategy also involved the coordination and cooperation between Bappeda, the Official of Agriculture and Animal Husbandry, and P4K Agency for Parigi Moutong Regency.

2. The reinforcing strategy was realized through periodic extension given to farmers. Periodic extension may strengthen knowledge and competency of communities, especially poor farmers. Optimal and effective extension can be produced

through the cooperation and coordination between Bappeda, the Official of Agriculture and Animal Husbandry, and P4K Agency for Parigi Moutong Regency.

3. The protecting strategy included several measures, such as controlling over farmers' sale price, opening marketing networks, and giving facilitation more intensively for IPOPM-BORII implementation. It was aimed to protect farmers from other adversaries or their mischievous actions. By controlling farmers' sale price, the government can protect farmers from the loss due to the effect of the irresponsible adversaries. So far, IPOPM-BORII implementation lacked of facilitation from village facilitator. This strategy may then optimize facilitation or produce more intensive facilitation which ensured the protection for farmers from the adversaries.

4. The supporting strategy can be implemented by giving industrial training to farmers with farming products as raw material and by opening household industries or micro/small industries. It would enliven and develop small and micro works at Bambasiang Village. Farmers were trained with industrial works to realize this development. Added-value would adhere to farming products because it increased the income of farmers.

5. The maintaining strategy was conducted by implementing periodic monitoring and evaluation, and by following up the result of evaluation. Monthly report was prepared based on the result of monthly monitoring done by village facilitator. By then, weaknesses and strengths of the program can be improved and followed-up.

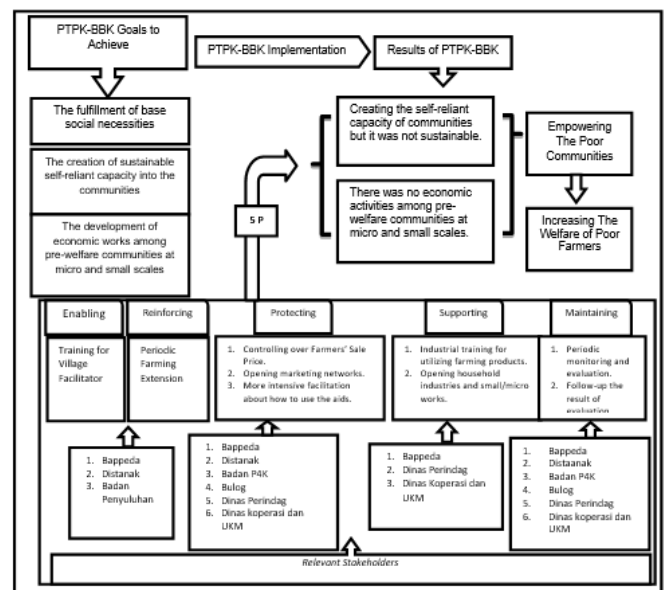


Figure 2. The Reconstruction of Farmers' Empowerment Strategy in IPOPM-BORII

As stated within the 5P Empowerment Strategy, it was expected that IPOPM-BORII would be implemented more properly and the goals could be achieved. The coordination and cooperation across relevant agencies were needed to produce more optimum program implementation. The final result of strategy reconstruction was the increasing welfare among poor farmers at Bambasiang Village, especially when they attempted to pull themselves out of poverty problem. By this effort, poverty rate can be pushed to decline.



## Conclusion

Regarding to the result of discussion, some conclusions were given.

1. The implementation of The Integrated Program of Poverty Mitigation Based on Residence Improvement Initiative (IPOPMBORII) at Bambasiang Village, Palasa District, Parigi Moutong Regency, can be described as following.

a. IPOPMBORII was implemented in participative manner because poor communities were involved into the process of determining the receiver and the type of aids.

b. The extension was conveyed during the hand-over of the aids.

c. There was reporting and evaluative monitoring.

d. Based on the result of monitoring and evaluation, IPOPMBORII implementation helped increasing the welfare of communities, and it would impact onto the fulfillment of base social necessities of poor farmers.

IPOPMBORII implementation was considered less optimum because of three priorities of IPOPMBORII, two goals were less achieved, or still below the expectation if any. First was that self-reliant capacity of the communities was built but it failed to be sustainable. Second was no economic activities found among pre-welfare communities at micro and small scales.

2. The reconstruction of empowerment strategy was designed as the solution alternatives to achieve IPOPMBORII goals. It can be explained as following.

a. The enabling strategy was conducted by giving training session to village facilitator to improve their knowledge and competency.

b. The reinforcing strategy was carried out through periodic extension about farming given to farmers and conveyed by village facilitator and extension farming officers from the District.

c. The protecting strategy involved several measures, such as controlling over farmers' sale price, opening marketing networks, and giving facilitation more intensively during the usage of the aids.

d. The supporting strategy was realized by giving industrial training to farmers with farming products as raw material and by opening household industries or micro/small industries.

e. The maintaining strategy was done by implementing periodic monitoring and evaluation, and by following up the result of evaluation.

## Suggestions

1. The follow-up evaluation must be done by Local Government, especially through Bappeda of Parigi Moutong Regency, in related with the use of IPOPMBORII aids to ensure that the aids had been delivered to poor farmers at Bambasiang Village, Palasa District, Parigi Moutong Regency.

2. There should be good coordination between Bappeda as the managing agency for IPOPMBORII and other relevant agencies including the Official of Agriculture and Animal Husbandry, BP3K, the Official of Industry and Trade, the Logistic Affair Agency, and others. Similar degree of coordination may be needed in IPOPMBORII implementation or in the implementation of other poverty mitigation programs. There should be good coordination and cooperation between

Bappeda, Village Officers, and Village Facilitators during IPOPMBORII implementation or in program evaluation.

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