

PARADOX MARINE STATE: EVALUATION OF PEOPLE SALT EMPOWERMENT PROGRAM IN INDONESIA

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Abstract

Indonesia has 17,480 islands with a coastline of 95 181 km², placing it as a country with a long line of world's longest beach. But ironically, the national salt production has not been able to meet people's need, and most of salt needs are imported from other countries, including Singapore whose coastline is much shorter. To improve productivity and quality of national salt and salt farmers' prosperity, the State has issued People Salt Empowerment (PUGAR) Program in 2010. This study aims to determine whether the People Salt Empowerment Program of the 2011-2014 period have reached goals and the desired impact or not. The study was conducted using a quantitative approach. Data collected through literature research of documents, report issued by the government, and online publications. Data were analyzed using meta-analysis methods. The results showed that PUGAR 2011-2014 period program has not reached the goals and the desired impact. Implementation of People Salt Empowerment (PUGAR) Program still encounter problems because of the poor use of innovation and technology in the management and production, and the lack of capacity of human resources from both government and the people of the salt farmers management and implementation of activities. Therefore, the government should: (1) improve the management of the salt business of the people, (2) review the system of community grants (BLM), (3) to assess and monitor the Term of Trade of Salt Farmers periodically and increase the salt production capability, (4) further research on the issue is need..

Keywords: *community grants, people salt empowerment program, program evaluation.*

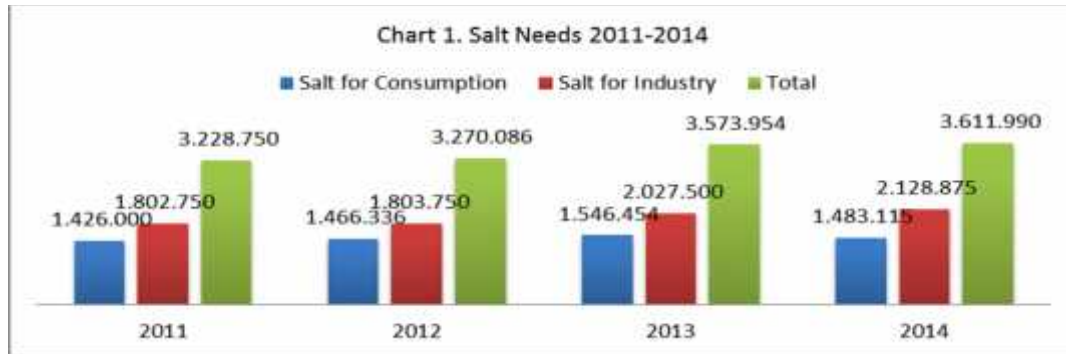
INTRODUCTION

Indonesia has 17,480 islands with a coastline of 95 181 km, placing it as a country with a long line of world's longest beach. But ironically, the national salt production has not been able to meet people's needs, and most salt needs are imported from other countries, including Singapore whose coastline is much shorter. Salt is one of the strategic commodity for food and raw materials for industrial activity. Salt can be divided into 1) Salt Consumption (Food) consists of salt consumption Household, Variety of Foods Industry and Salted Fish Industry, and 2) Salt Industry (Non Food) is a salt for the needs of the pharmaceutical industry, petroleum, leather, textiles, soap and so on. Demands for salt for household consumption contains iodine (table salt), for food and fish salting industry has NaCl (Sodium Chloride) compound content of about 94.7%, while for the salt industry needs high standard of NaCl compound content of about 99%. The salting system that people still use today is crystallization by evaporation, and so the salt productivity and quality are still very low. In general, the total levels of crystallized NaCl are less than 90% and contain a lot of impurities.

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The people salt business productivity based on data from the Ministry of Maritime Affairs and Fisheries (MoMF) in total from 2011-2014 are: 1.11 million tons(2011), 2.07 million tons (2012), 1.08 million tons (2013) and 2.19 million tons(2014). From 2011-2012 there was an increase of approx. 0.9 million tons or an increase of about 101 percent of salt production. Whereas from 2012-2013 there were a decrease of approx. 1.09 million tons or about 50% lower, but in 2014 the production regain to the amount of 2.19 million tons, which was almost double the production amount in 2013. Most of the national salt production comes from the people salt business (traditional salt farmer) which is approximately 95% and the remaining 5% produced by PT Garam (Persero).



Source: Ministry of Maritime Affairs and Fisheries, processed. 2015

Although the increase of salt production from 2011 – 2014 except for 2013 are very high, it was not sufficient to meet the national salt needs as shown in the above Chart 1. In 2011 the need for salt was 3.23 million tons, both for salt for consumption and salt for industry, and a deficit of approx. 2.1 million tons. While in 2012, the need was 3.27 million tons, deficit of 1.0 million tons, and in 2013 the need increases up to 10% (3.57 million tons) from previous year, a deficit of 2.49 million tons. And in 2014, the need increases to 3.6 million tons, a deficit of approx. 2.25 million tons.

These deficits are mainly for the salt industry needs, since the salt from people salt business production are still below standard and to meet these needs, the government has to import the salt for industry. To improve the productivity and quality of people salt business and increase salt farmers' welfares, the government has issued a policy through Ministerial of Marine Affairs and Fisheries Regulation No. PER.06 / MEN / 2010 on the Strategic Planning of the Ministry of Marine Affairs and Fisheries. In optimizing the Strategic Planning, MoMF has launched National Program on Empowerment of Independent Community of Marine and Fisheries through Ministerial of Marine Affairs and Fisheries Regulation No. Per.41 / Men / 2011 regarding Guidelines for National Program on Empowerment of Independent Community of Marine and Fisheries, which is a guideline for the implementation of the People Salt Business Empowerment (PUGAR) Program. The Program provides direct assistance to the society or namely abbreviated as BLM (Bantuan Langsung Masyarakat/Community Grants), in the form of equipment and water pumps to increase the salt production. The success of the Program is measured by the effectiveness of people salt business area (PUGAR land) per pond, production value per pond and production volume per pond. PUGAR program has so far been implemented in 9 provinces and in 43 locations. The salt centers and supporting area have managed to increase the salt production from 2011 to 2014 by 46-49% compare to the previous period (Central Bureau of Statistics, 2016),

The growth in national salt production did not necessarily indicate an increase in the production of salt throughout the PUGAR target area, because some regions experience decline in productivity, even though the program PUGAR is in force. Many traditional salt farmers could not continue their business because of many problems and many work also as construction workers to make their ends meet. The following will describe whether the implementation of People Salt Empowerment (PUGAR) Program period 2011 to 2014 has achieved the goals and desired impact or not.

LITERATURE REVIEW

Evaluation activities regarding the policy are estimates or judgments that include the substance of policy, implementation and impact of policies (Anderson: 1975). Related to the impact generated by a policy, according to Samoedra Authority (2005: 3) policy is substantively divided into two aspects, namely Action and Policy Consequences. In Action policy is an activity that starts from the inputs and processes. In order to achieve the policy objectives that have been planned, the government must take action or actions the collection of resources and management of these resources. The results of the first action may be called input policies and actions are both referred to as process (implementation) policy. While the consequences of the policy referred to as output and impact. Outputs are goods, services or other facilities received by a particular group of people, both the target group and other groups are not meant to be touched by generally accepted policy in the short term. While the impact of the physical and social conditions change as a result of output policy, usually long-term. If linked to the definition of policy evaluation, the evaluation of the impact of policies is an estimate or an assessment of the physical condition and social change as a result of policy outputs is obtained. Evaluation of policies produced policy-relevant knowledge about the discrepancy between the expected performance of the policy with a really generated. As the opinion of James Anderson (2009) which states that: "Evaluation policy as a functional activity is as old as the policy itself. Policy makers and administrators have always made judgments concerning the worth or effects of particular policies, and projects. "

Furthermore, Anderson explained that a policy evaluation should include (1) the specialization (specification) that identifies objectives and criteria through which the policy program will be evaluated, (2) the measurement of which involves the activity of gathering relevant information for evaluation object, (3) the analysis, namely the use of information that has been collected in order to formulate conclusions and (4) determine the recommendation about what to do in the future.

The process of policy evaluation carried out through six steps: (1) identify the purpose of the program will be evaluated (2) an analysis of the problem (3) description and standardization activities, (4) measurement the extent of the changes, (5) determine whether the observed changes is the result of such activities or due to other causes, and (6) various indicators to determine the existence of an impact.

According to Lester and Stewart in Winarno (2008: 227), policy evaluation can be divided into two different tasks. 1.) The first task is to determine what consequences posed by a policy by describing its effects. The first task refers to the effort to see whether the public policy program goals or desired impact or otherwise not able to achieve the purpose or effect as planned. If not achieved, what factors are the causes. 2.) The second task is to assess the success or failure of a policy based on a standard or predefined criterion. The first task refers to the effort to see whether the public policy program goals or desired impact or not. After the devastating consequences of the policy through the depiction of the impact of public policy, it can determine whether the policy programs run or not in accordance with the desired impact. Thus do the assessment of whether there has been success or failure. Knowledge on the causes of the failure of a policy to achieve the desired effect can be used as guidelines for policy change or improve in the future.

The tasks evaluation of these policies can be implemented at three policy evaluation scope, namely: 1. Evaluation of policy formulation 2. Evaluation of Policy Implementation 3. Environmental Evaluation policy.

There are many models that can be used in the evaluation of policies / programs. Although there are some differences between the models, but in general these models have in common for collecting data or information objects that are evaluated for further consideration to policy makers. (Suharsimi Arikunto and Cecelia Safruddin Abdul Jabbar: 2004). According to Stephen Isaac and William B. Michael (1984: 7) evaluation models can be grouped into six, namely: a.) Goal Oriented Evaluation. In this model, an evaluator continuously monitoring the goals set. Ratings are continually assessed of the progress achieved and the effectiveness of the program participants and the findings reached by a program. b.) Decision Oriented Evaluation. In this model, the evaluation should be able to provide a foundation in the form of information that is accurate and objective for policy makers to decide

something related to the. CIPP (Context, Input, Process and Product) Evaluation program developed by Stufflebeam, as one example of this evaluation model. c.) Transactional Evaluation. In this model, the evaluation attempts to describe the process of a program and views on the value of people who are involved in the program.d.) Evaluation Research. According to this model of evaluation research focuses on the explanation of program impacts and find solutions related to instructional strategies. e.) Goal Free Evaluation. In this model concerns how the process of implementing the program, by way of identifying events that occur during implementation, good things are positive and negative things. f.) Adversary Evaluation. The model is based on the procedure used by the judiciary. It is very good if implemented again at a later time.

RESEARCH METHODS

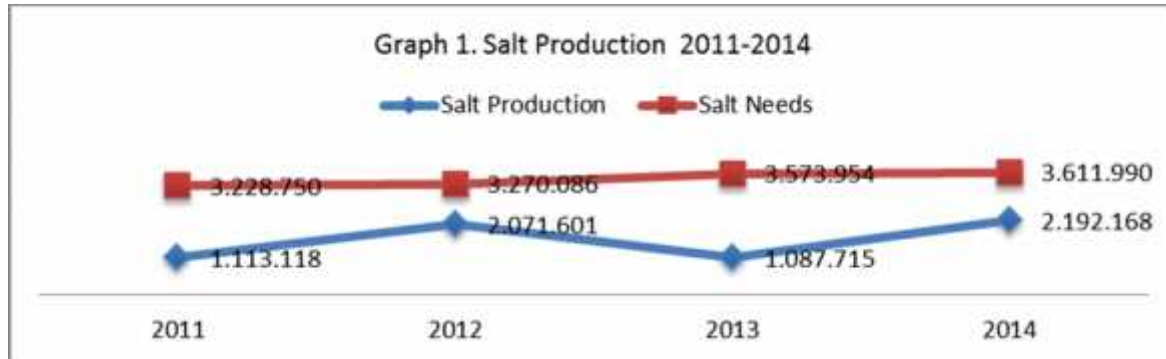
This study uses a quantitative approach with the aim to find out whether the People Salt Business Empowerment Program of period 2011-2014 has achieved the objectives or the desired impact or not. A quantitative approach was chosen to measure the success of the people salt business empowerment (PUGAR) program objectively, with the help of statistics. The object of research is the people salt business empowerment (PUGAR) program, by comparing salt productivity with salt needs, whether the need for salt consumption or salt industry, as mandated by Ministerial of Marine Affairs and Fisheries Regulation No. PER.06 / MEN / 2010 on the Strategic Planning of the Ministry of Marine Affairs and Fisheries. Data collected namely through documentation study, research of government official documents, reports, survey results reported by BPS (*Central Bureau of Statistic*), and scientific publications on the internet. Collected data were analyzed using meta-analysis. To determine whether the people salt business empowerment program of period 2011-2014 has achieved the determined objectives or not, in terms of time, then this research will focus on evaluating the type of on-going evaluation to identify the effects and the results (output) of PUGAR program period 2011-2014. The steps of evaluation are: (1) identify the purpose of the PUGAR program, (2) determine the PUGAR program target, (3) determine the target time of achievement of PUGAR program objectives, (4) identify measures or criteria to assess PUGAR program output, (5) analyze the results of PUGAR program research output.

DISCUSSION

PUGAR program refers to the Ministerial of Marine Affairs and Fisheries Regulation No. PER.06 / MEN / 2010 on Strategic Planning of the Ministry of Marine Affairs and Fisheries. In optimizing MoMF Strategic Plan, the government has issued Ministerial of Marine Affairs and Fisheries Regulation Number 2 / Permen-KP / 2013 on Guidelines for National Program Implementation of independent Community Empowerment in Marine Affairs and Fisheries (PNPM KP). The basic pattern of PNPM KP is to enhance the ability of KUKP, consisting of groups of fishermen, fish farmers, fisheries processors / marketers, people salt business, and groups of coastal communities to develop productive activities in order to support the increase in production, capacity and revenue, labor absorption and entrepreneurial growth in marine affairs and fisheries.

To attain these objectives, the main component development of PNPM KP for PUGAR program are: 1) Forming of KUKP; 2) Forming of professional assistants; 3) program socialization, training, counseling/mentoring, and workshops; 4) BLM funds distribution; and 5) Monitoring, evaluation, and reporting. Target of PNPM KP for PUGAR program is the growth of KUKP in districts/cities. which includes fisheries, aquaculture, fisheries products processing and marketing, and the people salt business and other coastal communities. Direct Community Grants (BLM) is considered successful if it meets the following indicators: 1. The BLM funds distributed to KUKP; and 2. Implementation of the capacity building and institutional facilitation of KUKP through socialization, training, mentoring and counseling. While the outcome indicator of the program is the increase in production, income, and marine affairs and fisheries entrepreneurial growth as well as increasing the environment quality in

independent groups. Based on research analysis, following is the PUGAR program output as summarized in the graph 3.1 below.

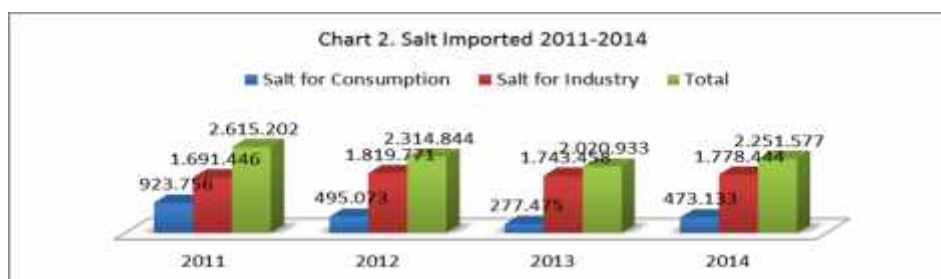


The salt production as shown in the above Graph 1 in total from 2011-2014 are: 1.11 million tons(2011), 2.07 million tons (2012), 1.08 million tons (2013) and 2.19 million tons(2014). From 2011-2012 there was an increase of approx. 0.9 million tons or an increase of about 101 percent of salt production. Whereas from 2012-2013 there were a decrease of approx. 1.09 million tons or about 50% lower, but in 2014 the production regain to the amount of 2.19 million tons, which was almost double the production amount in 2013. Most of the national salt production comes from the people salt business (traditional salt farmer) which is approximately 95% and the remaining 5% produced by PT Garam (Persero).

Based on the above output indicators description, people salt production targets in 2014 amounted to 3.6 million tons, realized only to 2,19 million tons or by 61%. This shows that the program has not achieved the desired target. Although, according to data from MoMF that the need for salt consumption has been fulfilled entirely, and only for the salt industry that still are not met due to low standard of the people salt business production quality.

In term of budget, distribution BLM funds target was Rp 37,192,500,000, but in fact distributed only up to Rp 36,326,344,000 or only approx. 97%. Therefore, the BLM funds distribution has not fully met and did not reach the target sum. The fact that production and BLM funds distribution did not meet the target, the target for people salt business groups (KUGAR) which was for 898 KUGARs in actual exceeds the target amount. Nearly 300% increase in number as many as 2,268 KUGARs. Judging from the realization of output indicators, it can be concluded that the People Salt Business Empowerment (PUGAR) Program has not yet reached the program goal, which is to improve productivity and quality of people salt business, despite the increase of KUGARs. Although there's increase in national salt production and use of technology in salt production, target for quality improvement of salt production needed for salt industry has not met, and hence the needs for salt imports, as shown in chart 2.

Chart 2 shows the needs of salt for both consumption and industry from 2011-2014: in 2011 the need for salt was 3.23 million tons, both for salt for consumption and salt for industry, and a deficit of approx. 2.1 million tons. While in 2012, the need was 3.27 million tons, deficit of 1.0 million tons, and in 2013 the need increases up to 10% (3.57 million tons) from previous year, a deficit of 2.49 million tons. And in 2014, the need increases to 3.6 million tons, a deficit of approx. 2.25 million tons.



The success of PUGAR program is also measured through outcome indicators, such as: 1. Establishment of 1 (one) partnership / networking of salt people business in salt central area in each district/ city; 2. The formation of 1(one) proposed village-owned enterprises (BUMDes) which engage with salt business center area in each district / city.

Based on the PUGAR program outcome is the establishment of a partnership / networking of salt people business in salt central area in each district/ city.

Chart 3

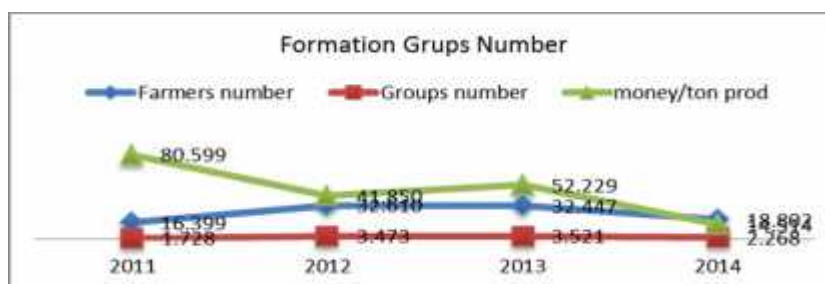


Chart 3 above shows a significant improvement to the formation of networks. The target group of the salt business people in the year 2014 as many as 898 groups successfully surpassed with formation of the groups (KUGAR) as many as 2,268 groups. This indicates that the program is successful in forming people salt business groups and also triple in number of farmers from the target of 6,209 farmers to 18,802 farmers in 2014. This means that increase of farmers means the amount of funds received by each farmer will be lesser in 2014 compare to funds in previous years, but the amount of salt production has actually increased instead of decreasing. This indicates that the increase in salt production did not correlate to the amount of money received by the farmers.

Table 4. PUGAR Performance period 2011-2014

No	Details	2011		2012		2013		2014	
		Target	Realised	Target	Realised	Target	Realised	Target	Realised
1	District number	40	40	40	40	42	42	43	43
2	Group number	750	1,728	3,095	3,473	3,347	3,521	898	2,268
3	Farmers number	14,400	16,399	29,746	32,610	22,422	32,447	6,299	18,802
4	Total BLM (Rp 000)	72,000,000	69,021,870	84,736,300	84,541,835	54,952,400	54,394,802	37,192,500	36,326,344
5	Land area production (Ha)	4,365	10,973	16,570	20,871	22,043	24,208	26,834	27,898
6	Salt production (ton)	349,200	856,357	1,326,018	2,020,110	1,845,000	1,041,473	2,500,000	2,502,891
7	Productivity (Ton/Ha)	80.00	78.04	80.03	96.79	83.70	43.02	93.17	89.72
8	Dry season		4 months		5 months		2 months		5 months

Source: Central Bureau of Statistics

The next outcome indicator which is formation of one (1) proposed village-owned enterprise (BUMDes) which engage with the salt business center area in each district / city, is indicated by the existence of a district website regarding informing of forming a BUMDes. This is in accordance to mandate in article 213 of Law No. 32 Year 2004 regarding Regional Government. It states that village can establish its village-owned enterprises (BUMDes) in order to facilitate the economic activities of rural communities.

CONCLUSION

Based on the research result discussion as describe previously regarding PUGAR program for 2011-2014 period, which did not reached the goals and desired impact, it was particularly due to implementation and management of the program. Despite surplus in salt production from people salt business, it did not improve the quality nor increase the target production. And to meet these demands domestically especially demands for salt industry, these salts are imported. Therefore, the government should: (1) improve the management of the people salt business; (2) review the effectiveness of the system of community grants (BLM); (3) assess the Term of Trade of Salt Farmers periodically to be monitored, and increase the capability of producing salt, (4) further research of the issue is needed.

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