

principle of regional autonomy (Prasojo, et.al. 2016).

The redesign of the organizational structure of the regional apparatus that follows Government Regulation Number 18 of 2016 concerning Regional Apparatuses carried out by the Yalimo Regency Government aims to make the organization more effective and efficient in increasing its role following the main tasks and functions that become its authority. Structuring the regional apparatus organization and its bureaucratic placement are interrelated parts to realize a better organization.

Yalimo Regency Agriculture and Food Office which is a regional apparatus organization in Yalimo Regency, Papua Province. This regional apparatus organization experienced a change in nomenclature from the Agriculture,

Fisheries and Animal Husbandry Office to the Agriculture and Food Service following Government Regulation Number 18 of 2016 and stipulated by Yalimo Regency Regulation Number 10 of 2016 concerning Formation and Composition of the Yalimo Regency Regional Apparatus, Yalimo Regency Head Regulation Number 16 of 2016 concerning the Position, Organizational Structure, Duties, Functions, and Regulations of Yalimo Regent Number 19 of 2017 concerning the Main Duty Details, Functions and Work Procedures of the Yalimo Regency Agriculture and Food Office. Changes to this nomenclature, resulting in the organizational structure also changed from the original 3 (three) fields and 1 (one) secretariat to 4 (four) fields and 1 (one) secretariat. Also, according to the Minister of Home Affairs Regulation No. 13 of 2006 concerning

Regional Finances, the Yalimo Regency Agriculture and Food Service in carrying out its main tasks, functions and authorities, handles 2 (two) affairs namely agricultural choice and compulsory affairs related to development food in Yalimo Regency.

The phenomenon of problems concerning the development of the food security sector is carried out by the Yalimo Regency Agriculture and Food Service can be described as follows:

1. The goals and objectives of the Yalimo Regency Agriculture and Food Service medium-term service in 2017-2021 are based on the Yalimo Regency Regional Medium-Term Development Plan (RPJMD) for 2016-2021. But it has not yet clearly stated the direction of the development of the food security sector in Yalimo Regency. Problems in the formulation of goals and targets include the creation of food self-sufficiency, not yet developing food diversity efforts, the high frequency of conservation of agricultural land to become non-agricultural, the use of appropriate technology in agriculture has not yet been developed, the scale of community agricultural business is still a subsystem, the inadequacy of facilities and infrastructure agricultural production, inadequate availability of agricultural extension workers, low levels of food security that are identified by the persistence of food insecurity and vulnerability, the lack of development of local food diversity or diversification

- efforts, and the use of inadequate food technology.
2. There is a gap in the distribution of budget allocations, where the food sector that handles food security gets a smaller budget allocation compared to other sectors. The

activities carried out and the budget allocation for each sector after the restructuring of the organization became the Department of Agriculture and Food as the following table.

Table 1
Budget Activity and Allocation Sector Fiscal Year 2017 - 2018

No.	Field	Year 2017		Year 2018	
		Amount Activity	Allocation Budget (Rp.)	Amount Activity	Allocation Budget (Rp.)
1.	Agriculture	30	10.688.790.000	39	10.721.114.600
2.	Plantation	5	1.368.790.000	7	2.406.420.000
3.	Animal husbandry	13	3.482.770.000	8	3.475.250.000
4.	Food	3	1.249.000.000	7	2.157.200.000

Source: Yalimo Regency Agriculture and Food Service, 2019

The table above shows that the number of activities and budget allocations of the Yalimo Regency Department of Agriculture and Food until the end of 2018, is more on the development of the agricultural sector, while for the food sector that deals directly with food security, it still receives a smaller budget allocation compared to other sectors. This shows a gap in planning and budgeting for the food security sector. Food security is understood as a flow of economic

mechanism, which starts with production, distribution, and consumption. Understanding of food security is only limited to the things that can be seen and can be measured, namely the productivity of some food crop commodities developed in the Yalimo Regency.

3. Some food crop commodities which are the local food of Yalimo Regency people have not shown adequate production and productivity figures, as in the following table.

Table 2.
Production and Productivity Some Food Crop Commodities for 2017-2018

No.	Type Commodity	Year 2016		Year 2017	
		Production (Tons)	Productivity (Ton / ha)	Production (Tons)	Productivity (Ton / ha)
1.	Paddy	14,70	0,98	19,20	1,05
2.	Sweet potato	2290,0	2,13	2510,0	2,17
3.	Taro	820,0	2.00	708,0	2,06
4.	Cassava	775,0	3.48	965,0	3,75
5.	Corn	243,0	2,36	320,0	2,49
6.	Peanuts	114	1,95	195,0	2,05

Source: Yalimo Regency Regional Development Planning Board, 2019.

The table above shows that the production and productivity of some food crop commodities developed in the Yalimo Regency have not yielded satisfactory results, for rice commodity as a producer of rice did not experience significant development. Productivity (tons/ha) of food crops has not shown an optimal production figure. Even some food crop commodities are destined for animal feed, which of course will cause problems related to the availability of local food, which can cause production and productivity to decline.

Indrawijaya (2002) explains the optimization of the objectives to be achieved if several goals get a greater allocation of resources and funds. However, the reality shows that productivity data, especially some commodities that support food security, have not yet shown optimal productivity figures. The experience of the Yalimo Regency community in agriculture has become the initial capital to build self-sufficiency in food supply.

The Yalimo Regency Agriculture and Food Office, which functions as a facilitator, is demanded to be able to empower farmers and their institutions as a basic force to independently improve their welfare.

The concept of empowering farmers is also in line with the concept of food security, where the focus of food security is how to meet the needs of food consumption, especially at the household level. This has encouraged the author to conduct a study about the effectiveness of the Yalimo Regency Agriculture and Food Office in carrying out development with a focus on development, in particular, the food security sector in Yalimo Regency.

Methods

The type of approach used in this study is a qualitative descriptive approach. The method of selecting informants in this study uses a purposive sampling technique, which is done by taking informants who are considered by researchers to have a direct relationship with the object of research. This research was conducted at the Yalimo Regency Agriculture and Food Service. The selection of locations in this study is based on the consideration that the Yalimo Regency, one of which will be developed is the development of the food security sector because the majority of Yalimo people are farmers. As for the research time used in February 2019 until December 2019.

The research data used are primary data obtained from interviews and observations while secondary data is obtained through literature study and documentation. The informants in this study include: 1) Head of Service, 2) Secretary of Service, 3) Head of Agriculture, 4) Head of Food 5) Head of Economy Yalimo Regency Regional Development Planning Agency, 6) Yalimo Regency Regional People's Representative Assembly (DPRD) Member, 7) Head of Farmer Group.

Analysis and processing of qualitative data are carried out following the perceptions of informants/resource persons, namely describing or describing the object of research and comparing the results with the theory used. Interview data then processed and integrated with the documentary review. Next, it is presented in the form of verbatim as well as various issues that are revealed. Several stages of data processing are

carried out in this study, including data checking (editing), data classification, and data analysis.

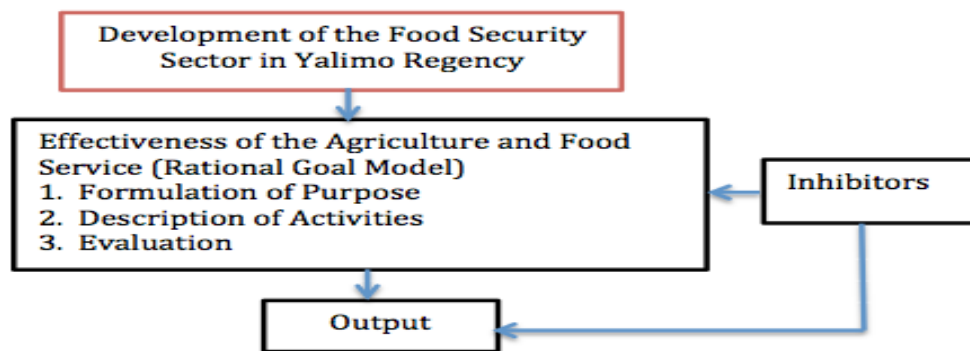
Result and Discussion

Formulation of Purpose

The Yalimo Regency Agriculture and Food Office is a public organization that adopts an open system where its interdependent elements enable dynamics, adaptation, changes, and developments within the organization

itself to achieve common goals. Joan Woodward (in Liestyodono BI, 2004), holds that in this modern approach it is commonly referred to as a contingency approach, one of the core concepts to explain organizational goals is effectiveness. Also, Kasim (2001) argues that the construct of effectiveness is a unit of analysis that is largely used by researchers to examine the ins and outs of organizations.

Picture 1
The following are the concepts in this research



Source: Kasim, (2001)

The following concepts in this study explained that this model considers that the organization is a tool to achieve objectives rationally. To achieve this goal, rules, procedures, and bureaucracy are needed, taking into account the expertise of each person to carry out their respective duties under work procedures, the scope of authority, and functional and structural responsibilities. By emphasizing the dimension of rationality in achieving goals, this model emphasizes the formulation of objectives, elaboration of activities, and evaluation as a strategic organizational component.

An important factor in measuring the effectiveness of an organization is the goal to be achieved which forms the basis of its formation (Indrawijaya, 2002). This is following the reference to the nomenclature of Government Regulation Number 18 of 2016 concerning Regional Apparatuses and subsequently stipulated by Regional Regulation of Yalimo Regency Number 10 of 2016 concerning Formation and Structure of Regional Apparatuses of Yalimo Regency. So the Yalimo Regency Agriculture and Food Office certainly has the goal of developing the agricultural sector to support the development of the food security sector in

the Yalimo Regency. The Department of Agriculture and Food of Yalimo Regency as a public organization is required to formulate clear objectives so that it can produce organizational outcomes that benefit all communities in Yalimo Regency.

The results showed that the Strategic Plan of the Yalimo Regency Agriculture and Food Office for the 2017-2021 period was aimed more at increasing production and productivity from sectors that could encourage the development of farming. Development of production and productivity of several commodities, especially food crops, of course, to maintain the availability of food for the people in the Yalimo Regency. The process of formulating objectives has been through a series of processes and carried out in stages through the Development Planning Consultation process starting from the village, district, to regency level.

While Azhar Kasim (2001) in Liestiodono (2004) argues that the rational goal model is always based on the assumption that organizational goals are determined by the owner of the organization concerned, namely people who have rights or legitimacy to the organization. In the public sector, for example, government organizations that are the owners are the people, especially citizens who have the right to vote and the right to vote.

In this study, revealed that the goal of fulfilling nutritious food needs is still the second priority where the first priority is the development of some food security supporting commodities, especially food crops, namely sweet potatoes, cassava, vegetables, and pigs

rather than rice planting, because of this it is a culture that has been done for a long time, it is difficult to plant rice because the way of planting the community at this time is done only cutting trees, clearing land and planting. This has made the first priority difficult for the community to develop (Interview of the Chairman of the Farmer Group, -26-03-2019).

Besides, the development of several commodities, both food crops and animal husbandry carried out by the Yalimo Regency Agriculture and Food Service, has not been able to meet the nutritional needs of food for the people in the Yalimo Regency. The development of paddy commodities, both paddy and field paddy, has not yet contributed to the overall needs of the community in Yalimo Regency (interview of the Secretary of the Agriculture and Food Office of Yalimo Regency, 16-04-2019).

The leading crop commodities in Yalimo Regency namely sweet potatoes, cassava, taro and crops and livestock, especially pigs, have increased productivity every year. Whereas specifically for the development of rice commodities both paddy and paddy fields have not contributed significantly to increasing the productivity of food crops as a whole.

This is more because cultivation, especially for rice, is a new thing for the people of Yalimo Regency so that time is still needed for the development and introduction of the technology (Interview, Head of Yalimo Regency Agriculture and Food Service (22-04-2019).

This study also shows that the Department of Agriculture and Food of Yalimo Regency in the formulation of

objectives is more focused on pursuing production targets and productivity, especially the food crops sub-sector based on local wisdom. The data for increasing

productivity of some food security supporting commodities in the Yalimo Regency is as the following table

Table 3
Food Commodity Production in Yalimo Regency.

No.	Type Commodity	In 2016 (Ton / ha)	In 2017 (Ton / ha)	Enhancement (Ton / ha)
1.	Paddy	0,98	1,05	0,07
2.	Sweet potato	2,13	2,17	0,04
3.	Taro	2.00	2,06	0,06
4.	Cassava	3.48	3,75	0,27
5.	Corn	2,36	2,49	0,13
6.	Peanuts	1,95	2,05	0,10

Source: Yalimo Regency Regional Development Planning Agency (*Bappeda*), 2019

The table above shows that the formulation of the aim of increasing productivity especially for some food crop commodities in an effort to improve the food security sector in the Yalimo Regency did not increase significantly in 2016 and 2017. Sweet potato commodities which are the main food source of the community in the Yalimo Regency only experienced productivity increases of 0.04 tons/ha, while taro and cassava commodities increased productivity by 0.06 tons/ha and 0.27 tons/ha respectively. Meanwhile, rice commodities only experienced an increase in productivity of 0.07 tons/ha.

This condition shows that the Department of Agriculture and Food of Yalimo Regency in the formulation of the development goals of the food security sector has not been effective, because the targets and targets to be achieved from the development of some food crop commodities have not shown optimal productivity.

This is not following what was stated by Syamsi (2000), that objectives must be formulated in detail which is then spelled out in the form of basic tasks that serve as guidelines for planning, implementation, and supervision later. Besides, the formulation of objectives will provide legitimacy in justifying all activities to be carried out. The formulation of objectives as well as the implementation standards that bind all activities must be oriented to the goals set previously.

In this study it is different from the results of previous studies conducted by Putradiyanto, et al. (2015), which concluded that the increase in productivity carried out by the agricultural service to support national food security is hampered due to factors namely: the level of yield loss that is still quite high, the low competitiveness of domestic agricultural products, the weak ability to access farmers on technology, information and markets, capital and protection of farming. Furthermore,

another study conducted by Nazalyus (2012) concluded that there is a mutually influential relationship between planning mechanisms, the availability of planning documents, and planning applications as benchmarks used to see the level of success in achieving organizational goals.

While the results of this study conclude that, the formulation of objectives must be based on targets for the results that can be achieved. Every worker must understand the objectives and carry out activities of the work unit to contribute directly to the goals to be achieved by the organization. Optimization of the formulation of organizational goals must be adjusted to available resources so that the optimization of productivity targets can be achieved according to organizational goals.

Activity of Description

The implementation of various food security sector development programs is a translation of various activities. The description of these activities as an instrument of the development policy that will be implemented. The Yalimo Regency Agriculture and Food Office has outlined various activities related to the development of the food security sector. The activities that have been carried out are more directed to maintain the availability of community food, especially local food.

The elaboration of various food security sector development activities carried out each year is more related to the activities of developing and optimizing local food crop land and food processing training, which seems to be a

routine activity carried out annually. The description of the development activities of the food security sector that has been carried out by the Yalimo Regency Agriculture and Food Service has not produced tangible results. This is shown from the activities that have been carried out only to pursue production solely and inversely proportional to the real conditions that occur. Activities in the form of food crop land optimization aimed at optimizing land use for food development only as a way to maintain food availability, especially local food, (Interview result, Head of Economy Yalimo Regency Regional Development Planning Agency, 25-03-2019).

This research is not following what was stated by Subejo, et al. (2014), that agricultural efficiency and productivity are closely related to how farmers access to production resources consisting of land, seeds, fertilizer, and water. Activities to improve farmers' access to support food security need to be strengthened by an adequate funding system and a simple bureaucracy. In addition, another important thing is access to information and new agricultural technologies. Programs must be directed at activating farmer groups and associations and agricultural extension activities. The integration of research, development and agricultural extension is very important in increasing the efficiency and productivity of agriculture to support food sovereignty.

Yalimo Regency Medium-Term Regional Development Plan (RPJMD) 2016-2021, contains explicitly strategic issues related to the food sector. The strategic issues contained in the document stated that: (1) The low level of

food security was identified by the persistence of food insecurity and insecurity in remote areas/villages; (2) Food self-sufficiency has not been created yet; (3) Not yet developed the efforts of diversity or diversification of local food; and (4) Inadequate use of food technology. These strategic issues are certainly formulated through a process of identifying various regional development problems that are strategic and affect the five-year development agenda in Yalimo Regency. But in reality, the findings of this study prove that the Yalimo Regency Agriculture and Food Service has not been able to describe activities in supporting the development of the food security sector. The activities that have been carried out following those contained in the Yalimo Regency

Agriculture and Food Service Strategic Planning Document for 2017-2021 are more directed at creating equitable management and utilization of agricultural natural resources based on local wisdom in improving the people's economy.

To achieve the aforementioned objectives, the Yalimo Regency Agriculture and Food Service outline more activities in the form of intensification and extensification to overcome strategic issues related to food security issues. The strategies, policy directions and programs implemented to support the development of the food security sector are following the Yalimo Regency Agriculture and Food Service Strategic Planning Document for 2017-2021 as the following table.

Table 4
Strategies, Direction of Policies and Programs Implemented
In Supporting the Development of the Food Security Sector in Yalimo Regency

Strategy	Policy Direction	Program Implemented
Development of potential and management of quality agricultural food products	Intensification and extensification of superior agricultural products	<ul style="list-style-type: none"> - Food security improvement program - Farmers' welfare improvement program - Program to increase the application of agricultural / plantation technology - Program to increase agricultural / plantation production - Program for empowering agricultural extension / field plantations
Development of potential and management of livestock products	Intensification and extensification of superior livestock product	<ul style="list-style-type: none"> - Program for increasing livestock production - Animal disease prevention and control program

Source: Yalimo Regency Agriculture and Food Service, 2019.

Based on the above table, it shows that the strategy undertaken by the Yalimo Regency Agriculture and Food Office until the end of 2021 is the development of potential and management of products both in the food crops sub-sector and the livestock sector. This policy direction is of course to overcome various food security problems that occur in Yalimo Regency. Explanation of various activities that have been carried out is more directed to potential development activities especially for the food crops sub-sector. Through the development of potentials and product processing, especially the food crops sub-sector, of course, it will directly contribute to the formation of food availability for the community in Yalimo Regency.

The findings in this research are consistent with what was stated by Sjafrizal (2014), that the development program implemented by the Government is an action to be able to implement the policies that have been taken to realize the vision and mission of regional development. The determination of various activities must be good and appropriate so that they can encourage the process of regional development. The implementation of various development activities certainly requires a significant cost, while the ability and capacity of local government funds are very limited so that it is necessary to set very sharp development priorities for the activities to be carried out. Determination of priorities becomes very important in order to guarantee the magnitude of benefits derived from a development process. While Rachman and Ariani (2002), stated that the benefits of

development itself are marked by an increase in facilities that can be enjoyed by the community and changes in behavior and institutions that exist in the community.

One of the regulatory frameworks related to food security development is Law Number 18 of 2012 concerning Food, where the implementation of food security itself is regulated in Government Regulation Number 17 of 2015 concerning Food Security and Nutrition which is a more detailed breakdown in regulating both aspects food availability, food affordability, and food utilization under the mandate of the law. The Yalimo Regency Agriculture and Food Office, based on the data contained in its Strategic Plan document, has not sought to strengthen food security based on food sovereignty. The main aspects that need to be considered as a form of manifestation of food security, namely: availability of food based on the optimal use of local resources, food affordability from the physical and economic aspects of the whole community, as well as the use of food or consumption of food and nutrition for a healthy, active life, and productive. The Yalimo Regency Agriculture and Food Office according to the food security regulatory framework must play a role in increasing food availability and reserves, food distribution and access, diversity of consumption and food security to local food, and handling food insecurity in the poor.

Evaluation

The evaluation carried out on the implementation of various programs and activities aim to provide an assessment of

work or achievement that can be achieved. Evaluation is an identification process in measuring or evaluating whether the various activities carried out following the plan or objectives to be achieved. The evaluation itself will provide feedback on the achievement of both goals and objectives. Evaluation is very much needed in enhancing organizational effectiveness where the level of progress of activity will be known, the level of achievement of activity according to its objectives, and the things that must be done in the future.

This research shows that the evaluation of the food security sector development activities is carried out quarterly both in terms of physical and financial realization. Activities carried out by farmer groups or by third parties as providers of construction services are evidenced by documentation of activities in the context of disbursing activity funds. Yalimo Regency Regional Development Planning Agency (*Bappeda*) also continuously conducts monitoring, which is started by monitoring the table and continuing field monitoring. Besides, the Yalimo Regency Agriculture and Food Service also monitor the activities carried out every fiscal year. The obstacles faced in the implementation of activities will be input for improvement in the following year.

Other findings based on the results of interviews indicate that the development of the food security sector carried out in Yalimo Regency only sees the output target of the work carried out and has not seen the outcome of the activity. This condition shows that the weakness of planning carried out because planning itself is not based on basic data

based on real conditions that occur in the field. Until now, the Yalimo Regency Agriculture and Food Service do not yet have a Food Material Balance (NBM) data, and Hope Food Pattern (PPH) data, so it is very difficult to measure the food consumption patterns of the people in the Yalimo Regency. Also, the unavailability of food security and food vulnerability maps has resulted in the lack of targeted programs and food crop development activities in the Yalimo Regency.

The Yalimo Regency Agriculture and Food Office only pursues production targets from various sectors, so that it only focuses on the productivity of several commodities that support food security which is carried out evenly in all districts. While the facilities and infrastructure to support food security such as: food barns and drying floors, storage warehouses for agricultural products, and regional food storage warehouses that have been built have not been fully utilized to the full extent by farmer groups.

The findings in this study are not following the results of previous studies conducted by Ariani (2007), which concluded that strengthening regional food security is carried out through more intensive advocacy to local governments under Government Regulation No. 68 of 2002 concerning Food Security, where local governments have the duty and responsibility to realize food security in the region by continuing to strive to socialize the food security institutions that have been formed and encourage the participation of the private sector and the community that has a role in realizing food security in the regions. This is consistent with the opinion expressed by

Sunarminto (2015), that food security is a strategy for food stabilization which can be more substantively understood as a regulation for maintaining and improving the quality of people's lives due to the importance of food for human life. Paying attention and involving the mental dimension of farmers should be done for the achievement of sustainable food security. Encouraging and fostering the mental enthusiasm of farmers to carry out the agricultural profession consciously and responsibly will have implications for increasing agricultural productivity. Through strengthening the collective efficacy of farmers, confidence in the success of agriculture among farmers can be raised until they can contribute optimally to the enforcement of food security.

Government Regulation Number 68 Year 2002 concerning food security in Chapter VI Article 13 paragraph 1 has written that the Provincial Government, Regency / City Government and or Village Government implement policies and are responsible for the implementation of food security in their respective regions by taking into account the guidelines, norms, standards and criteria set by the central government. The establishment of the Food Security Council in Yalimo Regency will provide a strategic role in developing various comprehensive and sustainable food security programs and activities to strengthen food security following the mandate of the Government Regulation.

Organizational Actors Characteristics

In this study, it shows that the change in nomenclature of the Yalimo Regency Agriculture and Food Office with

the scope of authority, namely the affairs of the agriculture, animal husbandry, plantation, and food security sectors, has a direct impact on the broad range of tasks that must be addressed. This condition resulted in the affairs of the food security sector not receiving top priority because of the Yalimo Regency Agriculture and Food Service following its goals and objectives referring to the 2017-2021 Strategic Plan for pursuing production targets and productivity of other sectors that are the authority of the Regency Agriculture and Food Service. Yalimo, so that the allocation of activities and budget is less for the food sector compared to other fields.

The findings of this study are consistent with previous research conducted by Hanafi (2015), that changes in an organizational structure where there is a swelling from the previous structure that does not reflect the organizational structure that is poor in structure but rich in function, resulting in functions in an organization that has not run well will difficult to set targets based on actual potential data.

An effective organizational structure will form an efficient level of coordination and motivation so that the working mechanism can achieve more optimal work results. Organizational structure is a harmonious way of placing humans as part of the organization in a relatively fixed pattern of relationships. This will determine the occurrence of patterns of coordination and behavior that is the only task-oriented. The organizational structure of the Yalimo Regency Agriculture and Food Service established based on Regional Regulation No. 10 of 2016 concerning the Formation

and Composition of the Yalimo Regency Regional Apparatus, causes a broad scope of tasks to be carried out and not matched by the readiness of its human resources

This is consistent with the theory put forward by Steers (2005), that regarding structure, it was found that increased productivity and efficiency are often the results of increased specialization of functions, organizational size, centralization of decision making, and formalization.

Based on the description above, it appears that the current organizational structure is less effective in supporting the development of the food security sector in the Yalimo Regency. The effectiveness of the food sector that handles food problems is still low will directly affect the effectiveness of the Yalimo Regency Agriculture and Food Service organization as a whole. In addition, the factor of the ability of human resources in handling food security which is still low also directly impedes the implementation of tasks in the context of achieving organizational goals.

Worker Characteristics

The aspect of human resources is a very influential component of organizational effectiveness, Mangkunegara (2011) Organizations must be responsive in anticipating them because otherwise, they will have fatal consequences for the organization. Furthermore Mangkunegara (2011), the achievement of the goals of an organization is also strongly influenced by the ability of its workers, because the goals or final results to be achieved depending on the strength of its human resources. This aspect determines

organizational effectiveness because basically the organization is a collection of people who work together to achieve organizational goals. Human resources that set goals, make various innovations and strive to achieve organizational goals.

The results of the interviews show that employees who are placed in the fields that handle the food security sector have not been fully able to describe food security activities and innovate in developing the food sector in Yalimo Regency (Interview, Head of the Department of Agriculture and Food, 22-04-2019). The food sector carries out more tasks related to the development of the food crops sub-sector, so that the allocation of activities and budget is more for the development of this sub-sector. Low employee motivation in developing the food security sector greatly impedes the achievement of organizational goals. Employees who are placed in the food sector are not trying to find breakthroughs in food development but are only trying to pursue production targets. Another thing, shows that echelon 4 (four) officials as executive officers who are appointed to occupy structural positions after the formation of the food sector have inappropriate educational backgrounds, so it requires more time to adjust to their main tasks and functions. This has led to the increasingly ineffective development of the food security sector in Yalimo Regency due to the limited capacity of the apparatus as executors (Interview, Head of Food and Agriculture and Food Services, 12-03-2019).

Other results in this study, showed that employees at the Yalimo Regency Agriculture and Food Service were not motivated to improve their work

performance (Interview, Secretary of the Agriculture and Food Service, 16-04-2019). The commitment of employees to further optimize the overall goals of the organization is still lacking. This can be seen from the motivation of the Yalimo Regency Agriculture and Food Service employees to only orient themselves at achieving the set targets and incentives provided quarterly. While the overall goals of the organization such as optimizing the role of the department in providing food for the community, making breakthroughs in meeting food needs, as well as anticipatory measures if food shortages occur among the community in Yalimo Regency. The weak commitment of employees at the Yalimo Regency Agriculture and Food Service towards organizational goals is characterized by very low employee discipline. This lack of employee commitment results in overall organizational goals not being achieved, so, that it will directly hamper organizational effectiveness.

The findings of this study are consistent with the results of research conducted by Hanafi (2015), that the motivation of employees in improving their low performance is strongly influenced by, among others, the existence of other income in the form of incentives received each month with the same amount among employees. This situation does not reflect the demands of an effective organization. The findings of this study are also following the theory put forward by Steers (2005), that the main means of getting this needed support from workers is integrating personal goals with organizational goals. The key to organizational success is

recognition by managers of the exchange relations between the organization and its members, where both parties help each other in return for help given by the other party in pursuing their respective goals.

Members of an organization may be an important factor for effectiveness because it is their behavior which in the long run will facilitate or hinder the achievement of organizational goals. Awareness of the nature of personal differences among workers is very important because different workers respond in different ways to management's efforts to achieve business directed to the goal.

Management Policies and Practices

Management policies and practices are directional activities proportionally to achieve goals. Organizational goals must be achieved in the direction of activities regularly, where strategic steps must be formulated through a strategic planning process. Guidance on these activities is intended to achieve an organized level of coordination in guaranteeing the working mechanism.

This research indicates that policies specifically for the development of the food security sector in Yalimo Regency have not been effective. Coordination for the development of the food security sector has not been well established as indicated by other elements outside the Yalimo Regency Agriculture and Food Service that have not focused on thinking about food security issues. Until now, the Food Security Council has not been formed yet, leading to inadequate policies and management of food security in Yalimo

Regency. The food security council as a body that decides on food security policy materials in the regions by communicating and deliberating to reach consensus has a strategic role in the development of the food security sector in Yalimo Regency. The food security council as a non-structural institution at the district level is tasked with assisting the Regent in formulating policies to realize regional food security and formulating policies to encourage community participation in the implementation of food security in the regions.

Conclusion

Based on the results of research and discussion, the conclusions of this study are as follows:

First, the agriculture and food service has not been effective in implementing the development of the food security sector in Yalimo Regency. The objectives of rational development of the food security sector have not yet been achieved, which are characterized by:

- a. The formulation of objectives carried out by the Yalimo Regency Agriculture and Food Office in the development of the food security sector has not been effective, where the goals that have been formulated are more focused on pursuing production targets and productivity, especially in the food crops sub-sector based on local wisdom. The fact shows that these objectives have not directly affected the fulfillment of food needs for the community in Yalimo Regency.
- b. Explanation of various activities, especially in supporting the development of the food security

sector carried out by the Yalimo Regency Agriculture and Food Service is directed more towards the activities of developing and optimizing crop land that seems to be repeated repeatedly, but the production and productivity figures have not been able to guarantee availability food for the people in Yalimo Regency. This indicates that the activities that have been carried out have not been effective in achieving the desired target of meeting the needs of food, especially local food for the community in Yalimo Regency.

- c. The evaluation carried out only looks at the output target of the development activities carried out. Basic data such as Food Balance data and the Hope Food Pattern which are used as a basis for measuring community food consumption patterns in Yalimo Regency are not yet available. The Yalimo Regency Agriculture and Food Office only pursues production targets, so it only focuses on the productivity of some commodities that support food security. The planning of various programs and activities for the development of the food security sector is ineffective because it is not based on real data following the needs of particular food crop commodities developed.

Second, several factors that have hampered the effectiveness of the Agriculture and Food Service in developing the food security sector in Yalimo Regency are as follows:

- a. The characteristics of the organization, where the breadth of

tasks and authorities according to the organizational structure resulted in the development of the food security sector in Yalimo Regency not being a top priority, so that the allocation of activities and budget is less for the food sector compared to other fields.

- b. The characteristics of workers show that the ability and motivation of employees who handle the food security sector is still low. Employees who are placed in the food sector have not been fully able to describe food security activities and innovate in developing the food security sector in Yalimo Regency.
- c. Management policies and practices, which are marked by the lack of coordination between various elements originating from outside the Yalimo Regency Agriculture and Food Service. This condition is caused by the not yet forming Food Security Council as a forum for optimizing food security policies and management in Yalimo Regency. The Food Security Council as a non-structural institution has a strategic role in realizing regional food security and formulating various policies in encouraging the participation of various parties in the implementation of food security in the regions.

About Authors

Muhammad Sawir, completed his Masters in Development Administration at the Hasanuddin University in 2005 and Doctor of Public Administration at the

Hasanuddin University in 2015. Now he is a full time lecturer in Public Administration Department, Faculty of Social and Political Sciences at Yapis University, Papua. His interest about the public policy.

Syarifuddin Hafid, completed his undergraduate education at Cenderawasih University in 1997, and now continuing his Masters in Public Administration at Universitas Terbuka.

Acknowledgments

Our gratitude to the leaders and employees of the Yalimo Regency Agriculture and Food Office for providing research data and as informants in conducting interviews. Thank you very much to the Universitas Terbuka for providing the opportunity to conduct research. Furthermore, Yapis University for giving time to carry out research, and all those who have contributed to this research.

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by Dr Sawir

Submission date: 12-Aug-2022 05:41AM (UTC-0400)

Submission ID: 1881704218

File name: Jurnal_Sinta_2.pdf (798.87K)

Word count: 7811

Character count: 44416

Effectiveness of The Agriculture and Food Department in Developing The Food Security Sector in Yalimo Regency

Muhammad Sawir¹, Syarifuddin Hafid²

¹Lecturer at the Faculty of Social and Political Sciences, Yapis University, Papua

²Postgraduate Students of Public Administration Program, Universitas Terbuka

¹muhammadsawir76@yahoo.com ²shpapua@gmail.com

Received: March 5 2020; Revised: May 16 2020; Accepted: June 18 2020

Abstract: This research aims to determine the effectiveness of Agriculture and Food Department in developing food security sector in Yalimo Regency and what are the obstacles to its effectiveness. The research design uses qualitative methods with sources of information derived from internal and external informants Yalimo Regency Agriculture and Food Office using purposive sampling techniques. Data collection techniques through in-depth interviews, observation, and documentation. The results of the study note that the Agriculture and Food Service has not been effective in implementing the development of the food security sector in the Yalimo Regency. The formulation of the development goals of the food security sector that has been implemented has not been effective, because it has not yet had a direct impact on meeting the food needs of the community in the Yalimo Regency. The description of various activities that have been carried out is not on target because the production and productivity of some commodities supporting the food security sector are still low. The Department of Agriculture and Food in the development of food crop commodities only sees the output target and the preparation of various programs and activities not based on the availability of real data according to needs. Meanwhile, the breadth of tasks and authorities developed according to organizational structure, ability, and motivation of employees is still low, and the involvement of various parties in formulating food security policies is not a barrier to the effectiveness of the Agriculture and Food Service in developing the food security sector in Yalimo Regency.

Keywords: organizational, effectiveness, development, food security.

Introduction

The granting of authority to the regions has had a direct impact on the decreasing authority of the Central Government in regulating regional government and increasing regional responsibility in regulating and implementing government. This increased authority has consequences for the addition of tasks to the regions. To carry out all the tasks of government in

the area, the local government is required to maximize the role and function of institutions in the region in supporting the implementation of services to the community. One of the steps taken by the regional government in maximizing the role and function of institutions in the regions is to implement regional apparatus arrangements or restructuring the regional apparatus based on the

principle of regional autonomy (Prasojo, et.al. 2016).

The redesign of the organizational structure of the regional apparatus that follows Government Regulation Number 18 of 2016 concerning Regional Apparatuses carried out by the Yalimo Regency Government aims to make the organization more effective and efficient in increasing its role following the main tasks and functions that become its authority. Structuring the regional apparatus organization and its bureaucratic placement are interrelated parts to realize a better organization.

Yalimo Regency Agriculture and Food Office which is a regional apparatus organization in Yalimo Regency, Papua Province. This regional apparatus organization experienced a change in nomenclature from the Agriculture,

Fisheries and Animal Husbandry Office to the Agriculture and Food Service following Government Regulation Number 18 of 2016 and stipulated by Yalimo Regency Regulation Number 10 of 2016 concerning Formation and Composition of the Yalimo Regency Regional Apparatus, Yalimo Regency Head Regulation Number 16 of 2016 concerning the Position, Organizational Structure, Duties, Functions, and Regulations of Yalimo Regent Number 19 of 2017 concerning the Main Duty Details, Functions and Work Procedures of the Yalimo Regency Agriculture and Food Office. Changes to this nomenclature, resulting in the organizational structure also changed from the original 3 (three) fields and 1 (one) secretariat to 4 (four) fields and 1 (one) secretariat. Also, according to the Minister of Home Affairs Regulation No. 13 of 2006 concerning

Regional Finances, the Yalimo Regency Agriculture and Food Service in carrying out its main tasks, functions and authorities, handles 2 (two) affairs namely agricultural choice and compulsory affairs related to development food in Yalimo Regency.

The phenomenon of problems concerning the development of the food security sector is carried out by the Yalimo Regency Agriculture and Food Service can be described as follows:

1. The goals and objectives of the Yalimo Regency Agriculture and Food Service medium-term service in 2017-2021 are based on the Yalimo Regency Regional Medium-Term Development Plan (RPJMD) for 2016-2021. But it has not yet clearly stated the direction of the development of the food security sector in Yalimo Regency. Problems in the formulation of goals and targets include the creation of food self-sufficiency, not yet developing food diversity efforts, the high frequency of conservation of agricultural land to become non-agricultural, the use of appropriate technology in agriculture has not yet been developed, the scale of community agricultural business is still a subsystem, the inadequacy of facilities and infrastructure agricultural production, inadequate availability of agricultural extension workers, low levels of food security that are identified by the persistence of food insecurity and vulnerability, the lack of development of local food diversity or diversification

efforts, and the use of inadequate food technology.

2. There is a gap in the distribution of budget allocations, where the food sector that handles food security gets a smaller budget allocation compared to other sectors. The

activities carried out and the budget allocation for each sector after the restructuring of the organization became the Department of Agriculture and Food as the following table.

Table 1
Budget Activity and Allocation Sector Fiscal Year 2017 - 2018

No.	Field	Year 2017		Year 2018	
		Amount Activity	Allocation Budget (Rp.)	Amount Activity	Allocation Budget (Rp.)
1.	Agriculture	30	10.688.790.000	39	10.721.114.600
2.	Plantation	5	1.368.790.000	7	2.406.420.000
3.	Animal husbandry	13	3.482.770.000	8	3.475.250.000
4.	Food	3	1.249.000.000	7	2.157.200.000

Source: Yalimo Regency Agriculture and Food Service, 2019

The table above shows that the number of activities and budget allocations of the Yalimo Regency Department of Agriculture and Food until the end of 2018, is more on the development of the agricultural sector, while for the food sector that deals directly with food security, it still receives a smaller budget allocation compared to other sectors. This shows a gap in planning and budgeting for the food security sector. Food security is understood as a flow of economic

mechanism, which starts with production, distribution, and consumption. Understanding of food security is only limited to the things that can be seen and can be measured, namely the productivity of some food crop commodities developed in the Yalimo Regency.

3. Some food crop commodities which are the local food of Yalimo Regency people have not shown adequate production and productivity figures, as in the following table.

Table 2.
Production and Productivity Some Food Crop Commodities for 2017-2018

No.	Type Commodity	Year 2016		Year 2017	
		Production (Tons)	Productivity (Ton / ha)	Production (Tons)	Productivity (Ton / ha)
1.	Paddy	14,70	0,98	19,20	1,05
2.	Sweet potato	2290,0	2,13	2510,0	2,17
3.	Taro	820,0	2,00	708,0	2,06
4.	Cassava	775,0	3,48	965,0	3,75
5.	Corn	243,0	2,36	320,0	2,49
6.	Peanuts	114	1,95	195,0	2,05

Source: Yalimo Regency Regional Development Planning Board, 2019.

The table above shows that the production and productivity of some food crop commodities developed in the Yalimo Regency have not yielded satisfactory results, for rice commodity as a producer of rice did not experience significant development. Productivity (tons/ha) of food crops has not shown an optimal production figure. Even some food crop commodities are destined for animal feed, which of course will cause problems related to the availability of local food, which can cause production and productivity to decline.

Indrawijaya (2002) explains the optimization of the objectives to be achieved if several goals get a greater allocation of resources and funds. However, the reality shows that productivity data, especially some commodities that support food security, have not yet shown optimal productivity figures. The experience of the Yalimo Regency community in agriculture has become the initial capital to build self-sufficiency in food supply.

The Yalimo Regency Agriculture and Food Office, which functions as a facilitator, is demanded to be able to empower farmers and their institutions as a basic force to independently improve their welfare.

The concept of empowering farmers is also in line with the concept of food security, where the focus of food security is how to meet the needs of food consumption, especially at the household level. This has encouraged the author to conduct a study about the effectiveness of the Yalimo Regency Agriculture and Food Office in carrying out development with a focus on development, in particular, the food security sector in Yalimo Regency.

Methods

The type of approach used in this study is a qualitative descriptive approach. The method of selecting informants in this study uses a purposive sampling technique, which is done by taking informants who are considered by researchers to have a direct relationship with the object of research. This research was conducted at the Yalimo Regency Agriculture and Food Service. The selection of locations in this study is based on the consideration that the Yalimo Regency, one of which will be developed is the development of the food security sector because the majority of Yalimo people are farmers. As for the research time used in February 2019 until December 2019.

The research data used are primary data obtained from interviews and observations while secondary data is obtained through literature study and documentation. The informants in this study include: 1) Head of Service, 2) Secretary of Service, 3) Head of Agriculture, 4) Head of Food 5) Head of Economy Yalimo Regency Regional Development Planning Agency, 6) Yalimo Regency Regional People's Representative Assembly (DPRD) Member, 7) Head of Farmer Group.

Analysis and processing of qualitative data are carried out following the perceptions of informants/resource persons, namely describing or describing the object of research and comparing the results with the theory used. Interview data then processed and integrated with the documentary review. Next, it is presented in the form of verbatim as well as various issues that are revealed. Several stages of data processing are

carried out in this study, including data checking (editing), data classification, and data analysis.

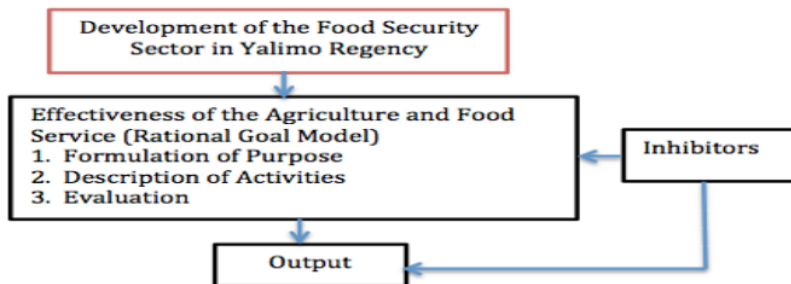
Result and Discussion

Formulation of Purpose

The Yalimo Regency Agriculture and Food Office is a public organization that adopts an open system where its interdependent elements enable dynamics, adaptation, changes, and developments within the organization

itself to achieve common goals. Joan Woodward (in Liestyodono BI, 2004), holds that in this modern approach it is commonly referred to as a contingency approach, one of the core concepts to explain organizational goals is effectiveness. Also, Kasim (2001) argues that the construct of effectiveness is a unit of analysis that is largely used by researchers to examine the ins and outs of organizations.

Picture 1
The following are the concepts in this research



Source: Kasim, (2001)

The following concepts in this study explained that this model considers that the organization is a tool to achieve objectives rationally. To achieve this goal, rules, procedures, and bureaucracy are needed, taking into account the expertise of each person to carry out their respective duties under work procedures, the scope of authority, and functional and structural responsibilities. By emphasizing the dimension of rationality in achieving goals, this model emphasizes the formulation of objectives, elaboration of activities, and evaluation as a strategic organizational component.

An important factor in measuring the effectiveness of an organization is the goal to be achieved which forms the basis of its formation (Indrawijaya, 2002). This is following the ³ reference to the nomenclature of ³ Government Regulation Number 18 of 2016 concerning Regional Apparatuses and subsequently stipulated by Regional Regulation ³ of Yalimo Regency Number 10 of 2016 concerning ³ Formation and Structure of Regional Apparatuses of Yalimo Regency. So the Yalimo Regency Agriculture and Food Office certainly has the goal of developing the agricultural sector to support the development of the food security sector in

the Yalimo Regency. The Department of Agriculture and Food of Yalimo Regency as a public organization is required to formulate clear objectives so that it can produce organizational outcomes that benefit all communities in Yalimo Regency.

The results showed that the Strategic Plan of the Yalimo Regency Agriculture and Food Office for the 2017-2021 period was aimed more at increasing production and productivity from sectors that could encourage the development of farming. Development of production and productivity of several commodities, especially food crops, of course, to maintain the availability of food for the people in the Yalimo Regency. The process of formulating objectives has been through a series of processes and carried out in stages through the Development Planning Consultation process starting from the village, district, to regency level.

While Azhar Kasim (2001) in Liestiodono (2004) argues that the rational goal model is always based on the assumption that organizational goals are determined by the owner of the organization concerned, namely people who have rights or legitimacy to the organization. In the public sector, for example, government organizations that are the owners are the people, especially citizens who have the right to vote and the right to vote.

In this study, revealed that the goal of fulfilling nutritious food needs is still the second priority where the first priority is the development of some food security supporting commodities, especially food crops, namely sweet potatoes, cassava, vegetables, and pigs

rather than rice planting, because of this it is a culture that has been done for a long time, it is difficult to plant rice because the way of planting the community at this time is done only cutting trees, clearing land and planting. This has made the first priority difficult for the community to develop (Interview of the Chairman of the Farmer Group, -26-03-2019).

Besides, the development of several commodities, both food crops and animal husbandry carried out by the Yalimo Regency Agriculture and Food Service, has not been able to meet the nutritional needs of food for the people in the Yalimo Regency. The development of paddy commodities, both paddy and field paddy, has not yet contributed to the overall needs of the community in Yalimo Regency (interview of the Secretary of the Agriculture and Food Office of Yalimo Regency, 16-04-2019).

The leading crop commodities in Yalimo Regency namely sweet potatoes, cassava, taro and crops and livestock, especially pigs, have increased productivity every year. Whereas specifically for the development of rice commodities both paddy and paddy fields have not contributed significantly to increasing the productivity of food crops as a whole.

This is more because cultivation, especially for rice, is a new thing for the people of Yalimo Regency so that time is still needed for the development and introduction of the technology (Interview, Head of Yalimo Regency Agriculture and Food Service (22-04-2019).

This study also shows that the Department of Agriculture and Food of Yalimo Regency in the formulation of

objectives is more focused on pursuing production targets and productivity, especially the food crops sub-sector based on local wisdom. The data for increasing

productivity of some food security supporting commodities in the Yalimo Regency is as the following table

Table 3
Food Commodity Production in Yalimo Regency.

No.	Type Commodity	In 2016 (Ton / ha)	In 2017 (Ton / ha)	Enhancement (Ton / ha)
1.	Paddy	0,98	1,05	0,07
2.	Sweet potato	2,13	2,17	0,04
3.	Taro	2,00	2,06	0,06
4.	Cassava	3,48	3,75	0,27
5.	Corn	2,36	2,49	0,13
6.	Peanuts	1,95	2,05	0,10

Source: Yalimo Regency Regional Development Planning Agency (*Bappeda*), 2019

The table above shows that the formulation of the aim of increasing productivity especially for some food crop commodities in an effort to improve the food security sector in the Yalimo Regency did not increase significantly in 2016 and 2017. Sweet potato commodities which are the main food source of the community in the Yalimo Regency only experienced productivity increases of 0.04 tons/ha, while taro and cassava commodities increased productivity by 0.06 tons/ha and 0.27 tons/ha respectively. Meanwhile, rice commodities only experienced an increase in productivity of 0.07 tons/ha.

This condition shows that the Department of Agriculture and Food of Yalimo Regency in the formulation of the development goals of the food security sector has not been effective, because the targets and targets to be achieved from the development of some food crop commodities have not shown optimal productivity.

This is not following what was stated by Syamsi (2000), that objectives must be formulated in detail which is then spelled out in the form of basic tasks that serve as guidelines for planning, implementation, and supervision later. Besides, the formulation of objectives will provide legitimacy in justifying all activities to be carried out. The formulation of objectives as well as the implementation standards that bind all activities must be oriented to the goals set previously.

In this study it is different from the results of previous studies conducted by Putradiyanto, et al. (2015), which concluded that the increase in productivity carried out by the agricultural service to support national food security is hampered due to factors namely: the level of yield loss that is still quite high, the low competitiveness of domestic agricultural products, the weak ability to access farmers on technology, information and markets, capital and protection of farming. Furthermore,

another study conducted by Nazalyus (2012) concluded that there is a mutually influential relationship between planning mechanisms, the availability of planning documents, and planning applications as benchmarks used to see the level of success in achieving organizational goals.

While the results of this study conclude that, the formulation of objectives must be based on targets for the results that can be achieved. Every worker must understand the objectives and carry out activities of the work unit to contribute directly to the goals to be achieved by the organization. Optimization of the formulation of organizational goals must be adjusted to available resources so that the optimization of productivity targets can be achieved according to organizational goals.

Activity of Description

The implementation of various food security sector development programs is a translation of various activities. The description of these activities as an instrument of the development policy that will be implemented. The Yalimo Regency Agriculture and Food Office has outlined various activities related to the development of the food security sector. The activities that have been carried out are more directed to maintain the availability of community food, especially local food.

The elaboration of various food security sector development activities carried out each year is more related to the activities of developing and optimizing local food crop land and food processing training, which seems to be a

routine activity carried out annually. The description of the development activities of the food security sector that has been carried out by the Yalimo Regency Agriculture and Food Service has not produced tangible results. This is shown from the activities that have been carried out only to pursue production solely and inversely proportional to the real conditions that occur. Activities in the form of food crop land optimization aimed at optimizing land use for food development only as a way to maintain food availability, especially local food, (Interview result, Head of Economy Yalimo Regency Regional Development Planning Agency, 25-03-2019).

This research is not following what was stated by Subejo, et al. (2014), that agricultural efficiency and productivity are closely related to how farmers access to production resources consisting of land, seeds, fertilizer, and water. Activities to improve farmers' access to support food security need to be strengthened by an adequate funding system and a simple bureaucracy. In addition, another important thing is access to information and new agricultural technologies. Programs must be directed at activating farmer groups and associations and agricultural extension activities. The integration of research, development and agricultural extension is very important in increasing the efficiency and productivity of agriculture to support food sovereignty.

Yalimo Regency Medium-Term Regional Development Plan (RPJMD) 2016-2021, contains explicitly strategic issues related to the food sector. The strategic issues contained in the document stated that: (1) The low level of

food security was identified by the persistence of food insecurity and insecurity in remote areas/villages; (2) Food self-sufficiency has not been created yet; (3) Not yet developed the efforts of diversity or diversification of local food; and (4) Inadequate use of food technology. These strategic issues are certainly formulated through a process of identifying various regional development problems that are strategic and affect the five-year development agenda in Yalimo Regency. But in reality, the findings of this study prove that the Yalimo Regency Agriculture and Food Service has not been able to describe activities in supporting the development of the food security sector. The activities that have been carried out following those contained in the Yalimo Regency

Agriculture and Food Service Strategic Planning Document for 2017-2021 are more directed at creating equitable management and utilization of agricultural natural resources based on local wisdom in improving the people's economy.

To achieve the aforementioned objectives, the Yalimo Regency Agriculture and Food Service outline more activities in the form of intensification and extensification to overcome strategic issues related to food security issues. The strategies, policy directions and programs implemented to support the development of the food security sector are following the Yalimo Regency Agriculture and Food Service Strategic Planning Document for 2017-2021 as the following table.

Table 4
Strategies, Direction of Policies and Programs Implemented
In Supporting the Development of the Food Security Sector in Yalimo Regency

Strategy	Policy Direction	Program Implemented
Development of potential and management of quality agricultural food products	Intensification and extensification of superior agricultural products	<ul style="list-style-type: none"> - Food security improvement program - Farmers' welfare improvement program - Program to increase the application of agricultural / plantation technology - Program to increase agricultural / plantation production - Program for empowering agricultural extension / field plantations
Development of potential and management of livestock products	Intensification and extensification of superior livestock product	<ul style="list-style-type: none"> - Program for increasing livestock production - Animal disease prevention and control program

Source: Yalimo Regency Agriculture and Food Service, 2019.

Based on the above table, it shows that the strategy undertaken by the Yalimo Regency Agriculture and Food Office until the end of 2021 is the development of potential and management of products both in the food crops sub-sector and the livestock sector. This policy direction is of course to overcome various food security problems that occur in Yalimo Regency. Explanation of various activities that have been carried out is more directed to potential development activities especially for the food crops sub-sector. Through the development of potentials and product processing, especially the food crops sub-sector, of course, it will directly contribute to the formation of food availability for the community in Yalimo Regency.

The findings in this research are consistent with what was stated by Sjafrizal (2014), that the development program implemented by the Government is an action to be able to implement the policies that have been taken to realize the vision and mission of regional development. The determination of various activities must be good and appropriate so that they can encourage the process of regional development. The implementation of various development activities certainly requires a significant cost, while the ability and capacity of local government funds are very limited so that it is necessary to set very sharp development priorities for the activities to be carried out. Determination of priorities becomes very important in order to guarantee the magnitude of benefits derived from a development process. While Rachman and Ariani (2002), stated that the benefits of

development itself are marked by an increase in facilities that can be enjoyed by the community and changes in behavior and institutions that exist in the community.

One of the regulatory frameworks related to food security development is Law Number 18 of 2012 concerning Food, where the implementation of food security itself is regulated in Government Regulation Number 17 of 2015 concerning Food Security and Nutrition which is a more detailed breakdown in regulating both aspects food availability, food affordability, and food utilization under the mandate of the law. The Yalimo Regency Agriculture and Food Office, based on the data contained in its Strategic Plan document, has not sought to strengthen food security based on food sovereignty. The main aspects that need to be considered as a form of manifestation of food security, namely: availability of food based on the optimal use of local resources, food affordability from the physical and economic aspect of the whole community, as well as the use of food or consumption of food and nutrition for a healthy, active life, and productive. The Yalimo Regency Agriculture and Food Office according to the food security regulatory framework must play a role in increasing food availability and reserves, food distribution and access, diversity of consumption and food security to local food, and handling food insecurity in the poor.

Evaluation

The evaluation carried out on the implementation of various programs and activities aim to provide an assessment of

work or achievement that can be achieved. Evaluation is an identification process in measuring or evaluating whether the various activities carried out following the plan or objectives to be achieved. The evaluation itself will provide feedback on the achievement of both goals and objectives. Evaluation is very much needed in enhancing organizational effectiveness where the level of progress of activity will be known, the level of achievement of activity according to its objectives, and the things that must be done in the future.

This research shows that the evaluation of the food security sector development activities is carried out quarterly both in terms of physical and financial realization. Activities carried out by farmer groups or by third parties as providers of construction services are evidenced by documentation of activities in the context of disbursing activity funds. Yalimo Regency Regional Development Planning Agency (*Bappeda*) also continuously conducts monitoring, which is started by monitoring the table and continuing field monitoring. Besides, the Yalimo Regency Agriculture and Food Service also monitor the activities carried out every fiscal year. The obstacles faced in the implementation of activities will be input for improvement in the following year.

Other findings based on the results of interviews indicate that the development of the food security sector carried out in Yalimo Regency only sees the output target of the work carried out and has not seen the outcome of the activity. This condition shows that the weakness of planning carried out because planning itself is not based on basic data

based on real conditions that occur in the field. Until now, the Yalimo Regency Agriculture and Food Service do not yet have a Food Material Balance (NBM) data, and Hope Food Pattern (PPH) data, so it is very difficult to measure the food consumption patterns of the people in the Yalimo Regency. Also, the unavailability of food security and food vulnerability maps has resulted in the lack of targeted programs and food crop development activities in the Yalimo Regency.

The Yalimo Regency Agriculture and Food Office only pursues production targets from various sectors, so that it only focuses on the productivity of several commodities that support food security which is carried out evenly in all districts. While the facilities and infrastructure to support food security such as: food barns and drying floors, storage warehouses for agricultural products, and regional food storage warehouses that have been built have not been fully utilized to the full extent by farmer groups.

The findings in this study are not following the results of previous studies conducted by Ariani (2007), which concluded that strengthening regional food security is carried out through more intensive advocacy to local governments under [Government Regulation No. 68 of 2002](#) concerning [Food Security](#), where local governments have the duty and responsibility to realize food security in the region by continuing to strive to socialize the food security institutions that have been formed and encourage the participation of the private sector and the community that has a role in realizing food security in the regions. This is consistent with the opinion expressed by

Sunarminto (2015), that food security is a strategy for food stabilization which can be more substantively understood as a regulation for maintaining and improving the quality of people's lives due to the importance of food for human life. Paying attention and involving the mental dimension of farmers should be done for the achievement of sustainable food security. Encouraging and fostering the mental enthusiasm of farmers to carry out the agricultural profession consciously and responsibly will have implications for increasing agricultural productivity. Through strengthening the collective efficacy of farmers, confidence in the success of agriculture among farmers can be raised until they can contribute optimally to the enforcement of food security.

Government Regulation Number 68 Year 2002 concerning food security in Chapter VI Article 13 paragraph 1 has written that the Provincial Government, Regency / City Government and or Village Government implement policies and are responsible for the implementation of food security in their respective regions by taking into account the guidelines, norms, standards and criteria set by the central government. The establishment of the Food Security Council in Yalimo Regency will provide a strategic role in developing various comprehensive and sustainable food security programs and activities to strengthen food security following the mandate of the Government Regulation.

Organizational Actors Characteristics

In this study, it shows that the change in nomenclature of the Yalimo Regency Agriculture and Food Office with

the scope of authority, namely the affairs of the agriculture, animal husbandry, plantation, and food security sectors, has a direct impact on the broad range of tasks that must be addressed. This condition resulted in the affairs of the food security sector not receiving top priority because of the Yalimo Regency Agriculture and Food Service following its goals and objectives referring to the 2017-2021 Strategic Plan for pursuing production targets and productivity of other sectors that are the authority of the Regency Agriculture and Food Service. Yalimo, so that the allocation of activities and budget is less for the food sector compared to other fields.

The findings of this study are consistent with previous research conducted by Hanafi (2015), that changes in an organizational structure where there is a swelling from the previous structure that does not reflect the organizational structure that is poor in structure but rich in function, resulting in functions in an organization that has not run well will difficult to set targets based on actual potential data.

An effective organizational structure will form an efficient level of coordination and motivation so that the working mechanism can achieve more optimal work results. Organizational structure is a harmonious way of placing humans as part of the organization in a relatively fixed pattern of relationships. This will determine the occurrence of patterns of coordination and behavior that is the only task-oriented. The organizational structure of the Yalimo Regency Agriculture and Food Service established based on Regional Regulation No. 10 of 2016 concerning the Formation

and Composition of the Yalimo Regency Regional Apparatus, causes a broad scope of tasks to be carried out and not matched by the readiness of its human resources

This is consistent with the theory put forward by Steers (2005), that regarding structure, it was found that increased productivity and efficiency are often the results of increased specialization of functions, organizational size, centralization of decision making, and formalization.

Based on the description above, it appears that the current organizational structure is less effective in supporting the development of the food security sector in the Yalimo Regency. The effectiveness of the food sector that handles food problems is still low will directly affect the effectiveness of the Yalimo Regency Agriculture and Food Service organization as a whole. In addition, the factor of the ability of human resources in handling food security which is still low also directly impedes the implementation of tasks in the context of achieving organizational goals.

Worker Characteristics

The aspect of human resources is a very influential component of organizational effectiveness, Mangkunegara (2011) Organizations must be responsive in anticipating them because otherwise, they will have fatal consequences for the organization. Furthermore Mangkunegara (2011), the achievement of the goals of an organization is also strongly influenced by the ability of its workers, because the goals or final results to be achieved depending on the strength of its human resources. This aspect determines

organizational effectiveness because basically the organization is a collection of people who work together to achieve organizational goals. Human resources that set goals, make various innovations and strive to achieve organizational goals.

The results of the interviews show that employees who are placed in the fields that handle the food security sector have not been fully able to describe food security activities and innovate in developing the food sector in Yalimo Regency (Interview, Head of the Department of Agriculture and Food, 22-04-2019). The food sector carries out more tasks related to the development of the food crops sub-sector, so that the allocation of activities and budget is more for the development of this sub-sector. Low employee motivation in developing the food security sector greatly impedes the achievement of organizational goals. Employees who are placed in the food sector are not trying to find breakthroughs in food development but are only trying to pursue production targets. Another thing, shows that echelon 4 (four) officials as executive officers who are appointed to occupy structural positions after the formation of the food sector have inappropriate educational backgrounds, so it requires more time to adjust to their main tasks and functions. This has led to the increasingly ineffective development of the food security sector in Yalimo Regency due to the limited capacity of the apparatus as executors (Interview, Head of Food and Agriculture and Food Services, 12-03-2019).

Other results in this study, showed that employees at the Yalimo Regency Agriculture and Food Service were not motivated to improve their work

performance (Interview, Secretary of the Agriculture and Food Service, 16-04-2019). The commitment of employees to further optimize the overall goals of the organization is still lacking. This can be seen from the motivation of the Yalimo Regency Agriculture and Food Service employees to only orient themselves at achieving the set targets and incentives provided quarterly. While the overall goals of the organization such as optimizing the role of the department in providing food for the community, making breakthroughs in meeting food needs, as well as anticipatory measures if food shortages occur among the community in Yalimo Regency. The weak commitment of employees at the Yalimo Regency Agriculture and Food Service towards organizational goals is characterized by very low employee discipline. This lack of employee commitment results in overall organizational goals not being achieved, so, that it will directly hamper organizational effectiveness.

The findings of this study are consistent with the results of research conducted by Hanafi (2015), that the motivation of employees in improving their low performance is strongly influenced by, among others, the existence of other income in the form of incentives received each month with the same amount among employees. This situation does not reflect the demands of an effective organization. The findings of this study are also following the theory put forward by Steers (2005), that the main means of getting this needed support from workers is integrating personal goals with organizational goals. The key to organizational success is

recognition by managers of the exchange relations between the organization and its members, where both parties help each other in return for help given by the other party in pursuing their respective goals.

Members of an organization may be an important factor for effectiveness because it is their behavior which in the long run will facilitate or hinder the achievement of organizational goals. Awareness of the nature of personal differences among workers is very important because different workers respond in different ways to management's efforts to achieve business directed to the goal.

Management Policies and Practices

Management policies and practices are directional activities proportionally to achieve goals. Organizational goals must be achieved in the direction of activities regularly, where strategic steps must be formulated through a strategic planning process. Guidance on these activities is intended to achieve an organized level of coordination in guaranteeing the working mechanism.

This research indicates that policies specifically for the development of the food security sector in Yalimo Regency have not been effective. Coordination for the development of the food security sector has not been well established as indicated by other elements outside the Yalimo Regency Agriculture and Food Service that have not focused on thinking about food security issues. Until now, the Food Security Council has not been formed yet, leading to inadequate policies and management of food security in Yalimo

Regency. The food security council as a body that decides on food security policy materials in the regions by communicating and deliberating to reach consensus has a strategic role in the development of the food security sector in Yalimo Regency. The food security council as a non-structural institution at the district level is tasked with assisting the Regent in formulating policies to realize regional food security and formulating policies to encourage community participation in the implementation of food security in the regions.

Conclusion

Based on the results of research and discussion, the conclusions of this study are as follows:

First, the agriculture and food service has not been effective in implementing the development of the food security sector in Yalimo Regency. The objectives of rational development of the food security sector have not yet been achieved, which are characterized by:

- a. The formulation of objectives carried out by the Yalimo Regency Agriculture and Food Office in the development of the food security sector has not been effective, where the goals that have been formulated are more focused on pursuing production targets and productivity, especially in the food crops sub-sector based on local wisdom. The fact shows that these objectives have not directly affected the fulfillment of food needs for the community in Yalimo Regency.
- b. Explanation of various activities, especially in supporting the development of the food security

sector carried out by the Yalimo Regency Agriculture and Food Service is directed more towards the activities of developing and optimizing crop land that seems to be repeated repeatedly, but the production and productivity figures have not been able to guarantee availability food for the people in Yalimo Regency. This indicates that the activities that have been carried out have not been effective in achieving the desired target of meeting the needs of food, especially local food for the community in Yalimo Regency.

- c. The evaluation carried out only looks at the output target of the development activities carried out. Basic data such as Food Balance data and the Hope Food Pattern which are used as a basis for measuring community food consumption patterns in Yalimo Regency are not yet available. The Yalimo Regency Agriculture and Food Office only pursues production targets, so it only focuses on the productivity of some commodities that support food security. The planning of various programs and activities for the development of the food security sector is ineffective because it is not based on real data following the needs of particular food crop commodities developed.

Second, ¹ several factors that have hampered the effectiveness of the Agriculture and Food Service in developing the food security sector in Yalimo Regency are as follows:

- a. The characteristics of the organization, where the breadth of

tasks and authorities according to the organizational structure resulted in the development of the food security sector in Yalimo Regency not being a top priority, so that the allocation of activities and budget is less for the food sector compared to other fields.

- b. The characteristics of workers show that the ability and motivation of employees who handle the food security sector is still low. Employees who are placed in the food sector have not been fully able to describe food security activities and innovate in developing the food security sector in Yalimo Regency.
- c. Management policies and practices, which are marked by the lack of coordination between various elements originating from outside the Yalimo Regency Agriculture and Food Service. This condition is caused by the not yet forming Food Security Council as a forum for optimizing food security policies and management in Yalimo Regency. The Food Security Council as a non-structural institution has a strategic role in realizing regional food security and formulating various policies in encouraging the participation of various parties in the implementation of food security in the regions.

About Authors

Muhammad Sawir, completed his Masters in Development Administration at the Hasanuddin University in 2005 and Doctor of Public Administration at the

Hasanuddin University in 2015. Now he is a full time lecturer in Public Administration Department, Faculty of Social and Political Sciences at Yapis University, Papua. His interest about the public policy.

Syarifuddin Hafid, completed his undergraduate education at Cenderawasih University in 1997, and now continuing his Masters in Public Administration at Universitas Terbuka.

Acknowledgments

Our gratitude to the leaders and employees of the Yalimo Regency Agriculture and Food Office for providing research data and as informants in conducting interviews. Thank you very much to the Universitas Terbuka for providing the opportunity to conduct research. Furthermore, Yapis University for giving time to carry out research, and all those who have contributed to this research.

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**LEMBAR
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