



# Implementation of the Farmer Card Program Policy in Increasing Community Empowerment Farmer Groups (Case Study at the Gorontalo Regency Agriculture Office)

Habibah U. Abuba<sup>1\*</sup>, Udin Hamim<sup>2</sup>, Ellys Rachman<sup>3</sup>

<sup>1-3</sup> Universitas Bina Taruna Gorontalo

---

## Article Info

### Article history:

Received 6 Dec, 2023

Revised 04 January, 2024

Accepted 04 January, 2024

---

### Keywords:

Implementation, Farmer Card, Community Empowerment, Farmer Group

---

## ABSTRACT

The purpose of this research is to find out and analyze the implementation of the Farmer Card Program in increasing the empowerment of the Farmer Group Community in Gorontalo Regency. And Analyze what factors hinder the implementation of the Farmer Card Program to the Farmer Group Community in Gorontalo Regency.

This research uses descriptive research with a qualitative approach, the data consists of primary data obtained through open and in-depth interviews with informants and secondary data comes from various sources including journals, theses, books, and previous research.

The results of this study indicate that: a) The implementation of the farmer card program at the Gorontalo Regency Agriculture Office has not yet distributed all farmer cards to the Farmer Group Community. b) The community has not utilized the farmer card and still uses manual redemption of fertilizers at official retail kiosks. c) There are still many farming communities that have not been recorded in e-Alokasi. Furthermore, 5 things that become inhibiting factors for the Implementation of the Farmer Card Program, namely: a) Transfer of Services from Bank BNI to Bank BRI. b) Limited Human Resources at the Agricultural Extension Office (BPP) in each District. c) Changes in regulations from the Central Government and regulations from Pupuk Indonesia from the Electronic Group Needs Definitive Plan (e-RDKK) then transferred to Electronic Allocation (e-Allocation). d) Lack of Knowledge and understanding of the community in using the farmer card because it is related to technology. e) There is a new e-Puslup Program from the government to monitor, evaluate, and organize agricultural extension workers.

---

### Corresponding Author:

Habibah U. Abuba

Universitas Bina Taruna Gorontalo

\*Email: [habibahabuba99@gmail.com](mailto:habibahabuba99@gmail.com)

---

## 1. INTRODUCTION

This Public Administration can realize the objectives in government both in the legislative and executive fields, by responding to the many problems that occur in society and to improve the implementation of problems that occur problems, all of this is done to respond to administrative services to the public. For this reason, on this occasion, several government interventions are carried out for the community to get public administration services in accordance with the wishes of the community, and to reach the point of problem solving (Basuki, 2021)

This policy is a public policy term that can manage, organize, and solve various problems in public decision making, there are several problems that are caused publicly, so it requires other colleagues to solve problems and carry out what should be done and will be achieved for the benefit of many people and this stage of evaluation and re-implementation is very important to pay attention to in order to get good results in carrying out the next policy. (Mulyadi, 2016).

The government always encourages and develops the implementation of policies and programs in agriculture through community empowerment, this empowerment is a government concern by encouraging people to get welfare. Empowerment carried out by the government to farmers is one of the concepts of government goals to encourage development in agriculture and to pay attention to the level of community income and regional income.

The local government, especially the Gorontalo Regency government, has provided various program policies as an effort to care for farmer communities in supporting agricultural success and to increase the income of farmer communities. Some of the programs provided by the government in supporting the success of agriculture are the Alsintan program, which is given to farmer groups, the people's business program that can be credited or called (KUR) which can be utilized by farmer groups in fulfilling their needs in agriculture, the program of providing capital to farmer groups, and the farmer's atm card is a program provided by the government and for the implementation of the program it is needed by the community in its distribution to all farmer groups, especially farmer groups in the field of corn agriculture, in Gorontalo Regency.

The implementation of the farmer card program is the government's main concern program in carrying out acceleration in the distribution of farmer cards to farmer groups in supporting the success of farmers, especially farmer groups in corn agriculture, because currently the implementation of the farmer card program still has obstacles and slowdowns in the distribution of farmer cards to farmer groups in Gorontalo Regency.

This study aims to analyze and find out the implementation of the farmer card policy in increasing community empowerment of farmer groups and is also used to analyze the factors that hinder the empowerment program of farmer groups in Gorontalo Regency, based on several phenomena that have been described, many things need to be effective again in carrying out distribution and socialization and assistance to the community to maximize the implementation of this farmer card, because the farmer card program is expected to increase the empowerment of farming communities in Gorontalo Regency and to increase the income of the farming community.

## **2. METHODOLOGY**

The research method uses a qualitative descriptive approach, which means that the qualitative descriptive research method is a research method which is basically a scientific method carried out to find detailed data with certain circumstances and targets to be used, (Sugiyono 2017).

Qualitative research is where a situation for or an approach to exploring something by looking at events in the environment that will be the target of the research site to be taken, then analyzing the data that has been obtained through interviews from the object of research, this research approach is also an approach to getting data collected from the research field will tend to be narrative in nature, the results can be analyzed in the form of descriptive explanations and remain based on inductive data analysis, (Suwendra 2018).

This research uses a case study research design, research that uses a case study design which leads to cases that occur directly and real in the field.

## **3. RESULTS**

The research results outline the focus and sub-focus in the research entitled Implementation of the Farmer Card Program Policy in Improving Community Empowerment of Farmer Groups at the Gorontalo Regency Agriculture Office. The following:

### **3.1 Implementation of the Farmer Card Program Policy**

Analyzing the Implementation of the Farmer Card Program Policy at the Gorontalo Regency Agriculture Office using the George Edward III Theory approach, (Subarsono, 2015) namely, seen in terms of Communication, Resources, Disposition, and Bureaucratic Structure, below is a description of the results of the implementation of the farmer card program policy at the Gorontalo Regency Agriculture Office,

### **3.2 Communication**

Communication is the main thing needed in carrying out program implementation, one of which is by formulating the achievements and goals that must be done to achieve implementation results. If the policy objectives are not clearly conveyed, the implementation will not go well. In this study, communication is always carried out by the government of the agriculture office to the extension team that goes directly to the community in each sub-district, but with several changes in regulations from the central government that make the implementation of this farmer card not all of them have been distributed to the community and will be attempted to be distributed this year.

The government has made every effort to finalize and complete data collection on farmers through the Electronic Definitive Plan of Group Needs (e-RDKK) to assist banks in activating the farmer card ATM, but in reality only 10 to 15 farmers can be served by the BRI bank in one day, and even then farmers who come

sometimes do not reach 10 people to queue at the bank to get a farmer card, so the government hopes that the bank can prioritize services to the community to get this farmer card.

Communication has a great effect and influence in implementing program implementation, without communication and socialization between implementers and the community, the impact will affect the implementation being carried out. there are several effects of communication in the implementation of implementation, namely, (Widjaja 2016)



**Figure 1.** Interview with the Head of the Goorntalo District Agriculture Office  
(Source : Documentation by author's)

### 3.3 Resources

Resources in the implementation of program policies are needed for the smooth implementation of the program. For this reason, in this research, the resources in the Agricultural Extension Office (BPP) in each sub-district in Gorontalo Regency in carrying out the distribution of farmer cards and data collection to the farming community are still limited. Resources are determinants of policy implementation so that implementation runs effectively and efficiently, Edward III, (Wahab 2016) states that there are four resource factors that have an important role in policy implementation, namely, human resources, budget resources, equipment resources, and authority resources.

The results of research on resources with the Government of the Agriculture Office and Agricultural Extension Officers at the Limboto District BPP Office where limited implementing resources, and currently the government has formed an extension team in each sub-district to accelerate data collection of farmers so that the target of accelerating the distribution of farmer cards to the community.



**Figure 2.** Interview with the Head Coordinator of the Agricultural Extension Center (BPP)  
in Limboto Sub-district, Goorntalo District  
(Source of Research Photo)

### 3.4 Disposition (Implementor Attitude)

If the policy implementers do not really support this program, what will be achieved will not be achieved. For this reason, if policy implementation is to be successful and run effectively, implementors not only know what to do but understand the procedures in implementing policies, and have the desire to carry out policies, (Purwanto, 2015).

Research results regarding Disposition (Attitude of implementers) with the Gorontalo Regency Agriculture Office Government, where the extension team in each sub-district has tried to provide more information and knowledge education to the community. Due to the current condition of the community that has been recorded but has not come to BRI Bank to activate the farmer card, and also set a strategy so that the community can do and take care of activating the farmer card at the bank by not distributing fertilizers and seeds to people who do not have farmer cards, the government hopes that the acceleration of the disbursement of farmer cards will be resolved quickly and in 2024 all have received, used, and received program benefits from the government. The extension team at the BPP office in each sub-district carries out their duties and is responsible for achieving the local government's goal of accelerating the distribution of farmer cards.



Figure 3. Interview with Extension Workers at the Field Extension Center  
Sub-district Head of Agricultural Extension Section of Goorntalo District  
(Source of Research Photo)

### 3.5 Bureaucratic Structure

Bureaucratic Structure in the Implementation of the Farmer Card Program at the Gorontalo Regency Agriculture Office, is an order in the organization that plays an active role in the implementation of the distribution of this farmer card, so that in carrying out policies it is very important to pay attention to SOP (standard operational procedures) which are guidelines in implementing policies, especially for implementors, (Taufiq E. 2015).

The government of the agricultural service has an organizational structure that starts from the Head of the Extension Division to the Head of the Agricultural Extension Section, this is also in line with the structure of the BPP office in the limboto and bongomeme sub-districts which have an organizational structure in carrying out the main tasks of their respective fields of work.



Interview with the Head of the Agricultural Extension Section  
at the Goorntalo District Agriculture Office  
(Source of Research Photo)

## 4. DISCUSSION

### 4.1 Implementation of the Farmer Card Program Policy

Implementation is basically to obtain resources as implementing personnel, so as to achieve the achievements and goals and to achieve the specified objectives. Implementation requires two kinds of actions, namely, to make actions to be taken, and to carry out actions that have been made. Policy implementation has targets so that it requires decisions and direct actions from workers either carried out by the government or groups or individuals directed at achieving common goals in a previously formulated policy decision. These actions, as an effort to transform decisions and provide efforts and encouragement to produce outcomes that are directed at achieving the changes mandated by certain policy makers, (Muzzamni 2017).

The implementation of the farmer card program in increasing the empowerment of farmer groups in the Gorontalo Regency Agriculture Office, has not been maximized, this is due to several regulations on farmer data from the Electronic Group Needs Definitive Plan (e-RDKK) changing again to the Electronic Allocation (e-Allocation), which always changes and is caused by several factors, one of which is the factor of changing services from Bank Bni to Bank BRI which hampers the distribution of farmer cards to farming communities in Gorontalo Regency. Farmer cards are expected by the government to be distributed to the community as soon as possible, but in fact until 2023 there are still people who have not been recorded, and there are still 23,352 farmer cards that have not been distributed to the farming community.

### 4.2 Factors Hindering the Implementation of the Farmer Card Program Policy

#### 4.2.1 Changes in Bank BNI to Bank BRI Services

The BRI Bank as a bank that serves the activation and distribution of farmer cards to the community, with the results of research where for now the government is experiencing a slowdown in the distribution of farmer cards from the Bank, the field extension team has sought data on farmers from each sub-district, but

from the Bank's slow service in disbursing farmer cards to the community, because currently the farmer card distribution service has been distributed through BRI Bank, which was originally distributed by the BNI bank.

#### **4.2.2 Changes in Farmer Data presentation Regulations from Electronic Group Needs Definitive Plan (e-RDKK) to Electronic Allocation (e-Allocation)**

Implementation of the Farmer Card at the Gorontalo Regency Agriculture Office with changes in the placement of farmer data from the Electronic Group Needs Definitive Plan (e-RDKK) to Electronic Allocation (e-Allocation) which resulted in a slowdown in the distribution of farmer cards to the farming community, with the results of the study showing that so many changes in new regulations from the center that this resulted in a slowdown in the distribution and use of this farmer card.

Changes in policy rules that occur at this time also greatly hamper this farmer card, previously the farmer data from e-RDKK was from the Farmer Group Association (Gapoktan) then submitted to the sub-district Agricultural Extension Center (BPP), and uploaded to SIMLUHUTAN, but currently from Pupuk Indonesia uses more data from e-Alokasi, which was previously in e-RDKK. This is an obstacle because in the input of farmer data from the NIK (Population Identification Number) if there is an error in one number of the farmer's NIK, the farmer cannot print a farmer card at Bank BRI. And to adjust the data it takes a long time with the number of farmers reaching 60,750 in this Gorontalo Regency area.

#### **4.2.3 Lack of Understanding and Knowledge of the Community in Utilizing Farmer Cards because it is related to Technology.**

The community does not know other programs in this farmer card such as the use of farmer cards can be used by the community to save for the welfare of the community in the future, the community only knows the function of this farmer card for redemption of fertilizers and subsidized seeds from the government. This is also in accordance with the analysis of the agricultural government where after evaluation many people do not understand the utilization and use of farmer cards.

The results showed that the farming community did not understand how to use the farmer card and redeem subsidized fertilizers and seeds, in this farmer card also farmers can save at the ATM of this Farmer Card. This causes many people to have a farmer card but not fully use it, because the community only knows that this farmer card is brought to the retailer kiosk when redeeming fertilizers and seeds during the planting season.

#### **4.2.4 Limited Human Resources**

Limited human resources (HR) at the BPP office in each sub-district have limited human resources in conducting socialization and data collection to the farming community directly which results in a slowdown in data collection and a lack of socialization to the farming community in each village or *kelurahan*.

Research results obtained from interviews with the coordinator and agricultural extension team in the field at the BPP Office in Limboto Subdistrict, Gorontalo Regency, where resources in Limboto Subdistrict are very limited, therefore one extension agent handles two to three villages in Limboto Subdistrict, all of this data collection and distribution will be completed in 2023, and the hope of the Agriculture Office government in 2024 is that all farmer cards in Gorontalo Regency can be used by people in the Gorontalo Regency area.

#### **4.2.5 Farmers do not immediately come to Bank BRI to activate the Farmer Card.**

The farming community that has been recorded in SIMLUHUTAN by the extension team in each village and has been recorded in e-Allocation does not immediately come to BRI Bank for activation and disbursement of farmer cards that can be used by the farming community to redeem subsidized fertilizers and seeds. The community will come when the planting season arrives when they cannot get fertilizer from retail kiosks, so the government hopes that the community that has been recorded by the extension team will immediately take the queue at the bank to activate the farmer card.

#### **4.2.6 Regulation of the new e-Pusluh System as a Program used for Monitoring, Evaluation, and Implementation of Agricultural Extension.**

The regulation of the new e-Pusluh system related to Electronic Allocation (e-Allocation) as a system for presenting community data and the allocation of subsidized fertilizers enacted at the end of 2023 by the government has slowed down the community in obtaining subsidized fertilizer allocations on the Farmer Card, so that currently the community is still redeeming fertilizers manually using the Population Identification Number (NIK) data on the Farmer Card. And to synchronize this system, the agricultural service government takes time with the presentation of farmer data and the farmer's land area served is only 2 hectares for the allocation of subsidized fertilizers from the government, for this reason the government will complete the distribution of farmer cards in 2023 and will be used in 2024 simultaneously by farmers.

Another new policy at the end of 2023 is from the central government, because the e-Pusluh application is an application for monitoring and evaluating the implementation of agricultural extension in government and for the effectiveness and efficiency of monitoring and evaluating agricultural extension activities. For this reason, from several changes that have occurred, the government hopes that the target of the Gorontalo Regency agricultural service government will be achieved. The government also really hopes that the extension team in each sub-district can complete the data collection and always communicate with the bank to accelerate the distribution of farmer cards by the end of 2023.

Changes in new regulations from the central government that must be adjusted by the local government, for this reason the government hopes that the central government will curb regulations that can hinder the implementation process of a program in the regions, especially this Farmer Card program which can be used by farmers, but is still hampered by new regulations that will be implemented by the central government.

## 5. CONCLUSION

Based on the results of the research, the author can draw conclusions from the results of the implementation of the farmer card program policy in increasing the empowerment of farmer group communities and the factors that hinder the implementation of the farmer card program at the Gorontalo Regency Agriculture Office, as follows:

Communication, Communication in the Government of the Agriculture Office and the Agricultural Extension Office (BPP) has attempted to conduct socialization and agricultural counseling to the people in Gorontalo Regency, but due to regulations and changes in regulations in the distribution of subsidized fertilizers which cause the implementation of the distribution of farmer cards to experience a slowdown in the community.

Resources, Resources in the implementation of this farmer card program in each office of the Agricultural Extension Office (BPP) have limited personnel in conducting counseling to the farming community in each village or kelurahan.

Disposition (Implementor Attitude), Disposition in the implementation of this farmer card program the government and the extension team at the Agricultural Extension Office provide full support and responsibility in completing the distribution of farmer cards to the farming community.

Bureaucratic Structure, Bureaucratic Structure in the Gorontalo Regency Agriculture Office and at the Agricultural Extension Office in each sub-district has a bureaucratic structure so that each person has their own functions and main tasks in carrying out their duties, and always coordinate and pay attention to standard operating procedures (SOP) in implementing the distribution of farmer cards to the farming community.

Factors inhibiting the implementation of Farmer Cards to Farmer Group Communities in Gorontalo Regency, namely, the slow distribution of farmer cards from BRI Bank, changes in regulations from BNI Bank regulations to BRI Bank, from data regulations in e-RDKK to e-Alocation data regulations in the distribution of farmer cards, The community does not understand the utilization of the Farmer Card because it is related to Technology, Human Resources (HR) in each Agricultural Extension Office (BPP) in Gorontalo Regency is very limited, the community is not immediately possible to come to queue at the bank for activation and distribution of Farmer Cards.

## 6. REFERENCES

1. Basuki, J. (2021). Tantangan Ilmu Administrasi Publik: Paradigma Baru Kepemimpinan Aparatur Negara. *Public Inspiration: Jurnal Administrasi Publik*, 6(2), 160–181.
2. Mazamnian D.A. dan Sabatier, P.A., 2017. *Implementation and Public Policy*. Foresman and Company, United States of America. hal.42
3. Mulyadi, dan Dedi. (2016). *Studi kebijakan dan pelayanan public*. Bandung : Alfabeta, hal.26.
4. Purwanto, A. dan Dyah, S. (2015). *Implementasi Kebijakan Publik: Konsep dan Aplikasinya di Indonesia*. Yogyakarta : Gava Media.19.
5. Rio, A. (2019) *Pemberdayaan Kelompok Tani oleh Penyuluh Pertanian Lapangan di Desa Ulak Kerbau Baru Kecamatan Tanjung Raja Kabupaten Ogan Ulur*. Universitas Sriwijaya.
6. Sugiyono. (2017). *Metode Penelitian Kuantitatif, Kualitatif, dan R&D*. Bandung : Alfabeta, CV. 18–19.
7. Suwendra, W. (2018). *Metodologi Penelitian Kualitatif*. Dalam *Ilmu Sosial, Pendidikan, Kebudayaan Keagamaan*. Bandung: Nilacakra, 44.

8. Subarsono, 2015. Analisis Kebijakan Publik Konsep, Teori dan Aplikasi. Cetakan VII. Yogyakarta : Pustaka Pelajar.
9. Taufiq E. (2015). Reformasi Birokrasi dalam Iklim Investasi. Jakarta: Konstitusi Press. hal.28
10. Wahab Solichin, A. (2016). Analisis Kebijaksanaan dari Formulasi ke Implementasi Kebijaksanaan. Jakarta: Bumi Aksara, 34–35.
11. Widjaja, (2016). Komunikasi dan Hubungan Masyarakat Jakarta: Bumi Aksara, hlm. 9-10.