

## **Implementation of Policy of the Minister of Agriculture Number 67 of 2016 Concerning Institutional Development of Farmers in the Lampung Provincial Plantation Office**

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### **Abstract**

The purpose of this study is to determine and analyze the Implementation of the Policy of the Minister of Agriculture Number 67 of 2016 concerning Institutional Development of Farmers in Indonesia at the Lampung Provincial Plantation Office and what aspects are driving and hindering the implementation. This research method uses qualitative descriptive. The results of the study, namely communication that is still not optimal due to budget constraints and the area of the built area. Resources, not optimal due to limited number of Human Resources (HR). The attitude/disposition is good, the tasks given to the district facilitators/extension workers are clear and continuous. The bureaucratic structure is good, where regional facilitators/extension workers provide counseling according to existing Standard Operating Procedures and are able to build good communication with farmers. The supporting aspects are: Quality of Human Resources; Attitudes and support from central and local governments; The attitude and spirit of the farmer groups targeted by the policy. The inhibiting aspects are: Number of Human Resources; The territory of his garden; The age of farmer group members varies; Group organizational structure; Limited government budgets; facilities and infrastructure of regional facilitators/extension workers; Communication; and the mental attitude of farmers. In general, the implementation of this policy is good but not optimal, so it still needs to be improved.

**Keywords:** Implementation of Policies, Institutions, Farmer Development

### **Introduction**

The Agricultural Sector is the main contributor to national income, employment, and providers of raw materials and food in Indonesia. For that reason, the Ministry of Agriculture as an agricultural institution is expected to be able to assist the government in facilitating and providing strengthening and empowerment to farmers in accordance with the Regulation of the Minister of Agriculture of the Republic of Indonesia Number 67 of 2016, which states that "farmer institutions are

institutions that are developed from, by, and for farmers to strengthen and fight for the interests of farmers, including farmer groups, farmer groups, agricultural commodity associations, and the National Agricultural Commodity Council. (Izmi et al., 2021) stated that the Minister of Agriculture is expected to be able to describe the strategic program by developing agricultural data. The farmer's institution is expected to help farmers get out of the question of farmers' economic disparities, but to this day it has not functioned optimally. (Hermanto & Swastika, 2016) stated that the increase in the number of agricultural institutions such as the Tani Group and the Confederation of Farmers has not been followed by an increase in quality, so that there are still many farmers and Gapoktan groups that have not been able to stand alone in various ways, such as determining the type of commodity of agricultural business, determining the market, determining business partners, determining commodity prices, and so on.

The number of farmer groups and farmer group combinations in Tanggamus Regency has experienced dynamics since 2020, where farmer groups in 2020 amounted to 2,108 and farmer group combinations amounted to 227. In 2021, the number of farmer groups was 2,217 and farmer group combinations amounted to 957, and in 2022, farmer groups amounted to 2,393 and farmer group combinations amounted to 1,307. This is inversely proportional to the number of agricultural extension officers in Tanggamus Regency, which only consists of 225. The lack of extension workers is the main problem for farmer institutions in Tanggamus Regency.

Other problems that are still attached to farmer institutions in Lampung Province are caused by several phenomena, namely, (1) the role and function of farmer institutions as a forum for farmer organizations have not run optimally due to the low performance of existing farmer groups, among others, due to the low role of farmer group administrators, incomplete organizational structure, and dysfunction; (2) Lack of insight and knowledge of farmers on production management issues and marketing networks; (3) Farmers have not been fully involved in agribusiness activities; farmers' activities are still focused on production activities (on farm), so the bargaining position of farmers is weak. (4) Lack of socialization about the institutional importance of farmer groups; (5) Limited human resources, in this case

regional facilitators, compared to the number of farmer groups in the service of the institutional development of farmer groups; (6) Relative lack of infrastructure in fostering farmer groups; (7) Lack of good and sustainable partnerships in farmer groups.

In line with these phenomena, this research was conducted with the aim of knowing the implementation of the policy of the Minister of Agriculture Number 67 of 2016 concerning farmer institutional development in the Lampung Provincial Plantation Office and what aspects encourage the success or failure of the policy's implementation.

## **Literature Review**

### **a. Policy Implementation**

Implementation is an implementation action related to policies carried out to determine the development of national programs run by an agency (Listiani et al., 2022). (Nugroho, 2014) states that policy implementation involves certain goals, certain values, and certain practices. (Mulyadi, 2015) stated that public policy is a decision aimed "to overcome certain mistakes in carrying out certain activities or to achieve certain goals carried out by agencies that have the authority in the context of carrying out the tasks of state government and development, taking place in a certain policy. Public policy always contains at least three basic components, namely broad goals, specific goals and how to achieve these goals (Siregar et al., 2019). Policy should be distinguished from wisdom because wisdom is the planning of rules that have been determined according to the situation and conditions by "authorized officials (Tahir, 2014)

George Edward III's Policy Implementation Theory in (Widodo, 2021) states that policy implementation is a crucial process for determining how good a policy is if it is not well prepared and planned. Then the purpose of policy implementation will not be achieved. To achieve policy objectives, policy development and implementation must be well prepared and planned. There are four crucial variables in policy implementation: communication, resources, attitudes or dispositions, and bureaucratic structure (Widodo, 2021). The four indicators influence each other. (Malik & Wardani, 2022) stated that policy implementation is seen as a system that has

been implemented through a series of stages, starting from concept to policy determination.

#### b. Institutional

(Mardikanto & Soebito, 2012) states that the concept of institutional is a universal device followed by a community (society). (Kurniawanto & Anggraini, 2019) states that "institutional" is a collection of norms and ideal conditions (as subjects of dramatic change) that are used as a tool to give birth to something less perfect through habits in each of the next generations of individuals. There are several types of agricultural institutions in Indonesia. Employees are a very important resource to determine the success of a work unit both in service and service (Barusman et al., 2020).

(Barusman, 2019) said Continuous improvement and monitoring of service quality are important to ensure that public services are efficient, equitable, and responsive to the needs of the public. especially in rural areas, namely farmer groups, farmer women's groups, farmer group associations, field agricultural extension workers, farmer cooperatives, village unit cooperatives, savings and loan groups, transportation services, Alsintan services, non-governmental organizations, and many more agricultural institutions (Syahza & Asmit, 2019). Institutions in agriculture run optimally based on farmer awareness; management is arranged by farmers who are elected regularly, have formal institutional power, and are participatory. In addition, the formation of agricultural institutions adapts to the local wisdom and personalities of group members, allowing them to capture the potential and needs of group members.

#### c. Farmers Group

Agricultural Farmer is a production activity that requires substantial contribution to every society and economy. (Alston & Pardey, 2014) states that agriculture in an area involves output related to antecedents such as production and labor. Agricultural policy is the first step in improving farmer groups in technical mastery of agriculture (Baker, 2018). Farmer groups with large networks require diffusion of technology that supports the mechanism and implementation of farmer activities (Norton & Alwang, 2020). (Skaalsveen et al., 2020) stated that farmers are

intermediaries who have important relationships in national production activities in a region.

Regulation of the Minister of Agriculture of the Republic of Indonesia Number 67 of 2016 states that farmer empowerment is carried out through training and extension activities with a group approach. Extension activities that are carried out on an ongoing basis serve to motivate farmers to form farmer institutions, in this case farmer groups, that can realize synergy among farmers and fellow groups in efforts to improve farmer welfare. Institutional strengthening of farmer groups is very important, and these efforts are carried out through coaching. As quoted from the Regulation of the Minister of Agriculture Number 67 of 2016, dated December 20, 2016, concerning Farmer Institutional Development, that farmer institutional development needs to be carried out on an ongoing basis, directed at changing the mindset of farmers in implementing the agribusiness system.

### Framework

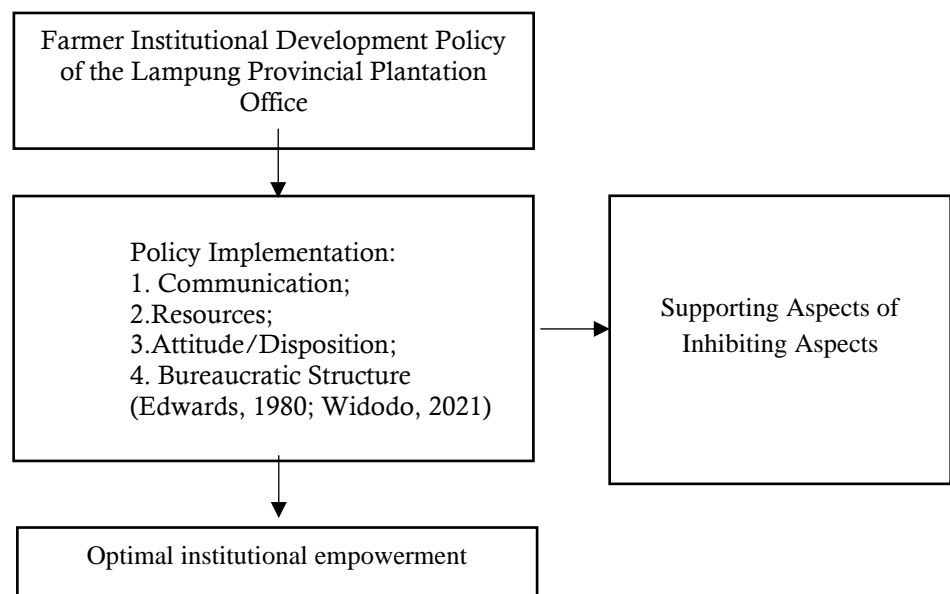


Figure 1. Framework.

### Method

This study uses a qualitative research design with a descriptive analysis method that aims to describe and analyze the implementation of policy number 67 of the Minister of Agriculture concerning farmer institutional development in the Lampung Provincial Plantation Office. In this study, 7 (seven) resource persons or informants, consisting of: (1) 1 (one) element of the Lampung Provincial Plantation

Office, namely the Sub-coordinator of Counseling and Human Resources Development; (2) 2 (two) regional facilitators (fasda); (3) 4 (four) farmers who are members of farmer groups in Tanggamus Regency, namely 2 (two) farmers who have not received institutional guidance and 2 (two) farmers who have received institutional guidance.

Qualitative analysis contains research data collection techniques carried out through documentation, namely reviewing documents related to research; interviews, or the process of gathering information through questioning and answering informants and recording all interview results; Observation, or direct observation of the subject and object of research (Sugiyono, 2014). Qualitative data analysis techniques through three components, namely: (1) data reduction, "the data obtained by the author is summarized systematically; (2) presentation of data, "the data obtained in this study are arranged in the form of narratives so as to form a series of meaningful information in accordance with the problem; (3) Drawing conclusions, or verification, is carried out by looking for more in-depth research data for conclusion drawing.

## **Result And Discussion**

### **a. Communication**

(Arifin, 2016) States communication as a policy benchmark in the form of regulations that are conveyed clearly with the same interpretation and can be carried out consistently in implementing the "regulation". Accurate communication is carried out by policy implementers who have carefully understood the existing policies. If the policy is to be implemented effectively, the implementation instructions must be understandable and clearly communicated. Policy planning requires good relations between agencies, supported by communication and coordination. Good communication consists of the process of delivering information, the clarity of the information, and the consistency of the information delivered.

The policy target of Minister of Agriculture Regulation Number 67 of 2016 consists of farmers, and these targets can be referred to as communicants or parties who receive messages (Permentan). The Lampung Provincial Plantation Office has the same responsibility in implementing this policy; elements of the office and

fasda/extension workers as communicators must convey messages (permentan) to farmers (communicants) in various ways so that this policy can be accepted and implemented as soon as possible (Setyawan et al., 2016). (Huda & Sri Harijati, 2016) stated that in the implementation of extension services, an approach is needed to understand the abilities of groups and individuals so that the material delivered to farmers can be digested properly by farmers.

Based on research on informants and documents or activity reports related to the Policy of the Minister of Agriculture Number 67 of 2016, implementing farmer institutional empowerment will be easier by using one of the developed farmer empowerment and institutional models, namely through the Economic Togetherness System Based on Partnership Management (SKE-BMK). SKE-BMK is a farmer and institutional empowerment system implemented based on partnership management carried out based on the partnership philosophy. The strategy used in implementing this system is based on the accumulation of potential owned by individual farmers, such as assets, capital, ideas, needs, commitments, and others, to then be developed in the unity of productive groups and then form a coordination forum among productive groups as a basis for cooperation in plantation cooperatives. Institutional empowerment material for farmer groups is delivered through group discussions, plenary discussions, assignments, group work, simulations, demonstrations, etc. For this reason, the selection of an active participatory approach method is needed. With the right learning method, communication between FASA/extension workers and farmers becomes more effective, and the results optimal.

#### b. Resources

An implementation of "policy" is supported by resources, both human and material. Human resources are the most important resources as objects in policy implementation (Setyawan et al., 2016). Based on the Policy of the Minister of Agriculture Number 67 of 2016, strengthening farmer institutions is needed in the context of protecting and empowering farmers. Through the institutional empowerment of farmers, agricultural communities are equipped with science, skills, the introduction of new technology packages, and innovations in agriculture by instilling agribusiness values or principles. Edward III's theory in (Widodo, 2021) states that the limited budget available will cause the quality of services that should

be provided to the community to be limited. Limited incentives for implementers are the main cause of failure to implement policy programs. Based on research, it is known that budget constraints and citizen opposition limit access to adequate facilities for empowering farmer groups. While the program cannot be implemented optimally, budget constraints cause the disposition of policy actors to be low.

Based on research on informants and documents or activity reports related to the Policy of the Minister of Agriculture Number 67 of 2016, with the scope of activities of various commodities and large areas in all districts within the scope of Lampung Province and the limited availability of budgets prepared through the Regional Revenue and Expenditure Budget (APBD) of Lampung Province, institutional empowerment programs through farmer group development are being implemented on a rotating basis on the basis of the choice of commodities and built regions or locations. In addition, the limited number of phases or extension workers owned by the agency is also not in accordance with the number of existing farmer groups, so implementing institutional development for farmers related to resources is still not optimal.

#### c. Attitude/Disposition

The role of extension workers in the implementation of counseling is more geared towards planning changes. Changes in the plan should take into account the importance of the role of educators or extension workers in developing extension programs. As a government officer, extension workers are functional positions that have duties and roles in accordance with the job description that has been determined (Huda & Sri Harijati, 2016)

This disposition is the will, desire and tendency of policy actors "and to carry out policy conscientiously so that what is the purpose of the policy can be realized." In policy implementation, the attitude or disposition of the implementer is divided into three things, namely: (a) the implementer's response to the policy, which is related to the implementer's willingness to implement public policy; (b) conditions, namely understanding of established policies; and (c) the intensity of the implementer's disposition," namely the value preference that has been possessed (Setyawan et al., 2016) Based on research on the Policy of the Minister of Agriculture Number 67 of 2016, the disposition and attitude of the Lampung Provincial



Plantation Office towards the policy have been good. Activities that support the policy have been carried out every fiscal year from 2018 to 2022; it's just that the implementation is carried out in farmer groups with different commodities.

#### d. Bureaucratic Structure

The bureaucratic structure has two mandatory things that must be present in policy implementation, including the existence of Standard Operating Procedures (SOP) that allow clarity on what to do and what should be avoided or not done by implementors when implementing the policy of the Minister of Agriculture No. 67 of 2016. Second, namely, fragmentation or efforts to delegate responsibility for the activities of service elements and fasda/extension workers according to their fields and abilities. The visionary government bureaucracy will also be a supporting factor when it can encourage, with policies, facilitate, and protect the process of increasing prosperity based on entrepreneurial principles (Malik & Wardani, 2022).

The quality of the bureaucracy will indicate the ability of clean government management free of corruption (clean government) by realizing good governance that is oriented towards excellent public services. Based on research on the Policy of the Minister of Agriculture Number 67 of 2016, the role of the Lampung Provincial Plantation Office in implementing the policy of the Minister of Agriculture No. 67 of 2016 "in empowering farmer groups is required to provide training and counseling in overcoming problems or obstacles faced by farmers who are members of farmer groups. Training and counseling are expected to increase adequate knowledge among farmers in agriculture, motivate farmers to actively participate in agricultural development, and then apply the material obtained by farmers from the training and counseling. Therefore, training and counseling farmers is very important and necessary to be carried out for the development of the agricultural sector. Institutions play an optimal role through farmer awareness; administrators come from farmers who are selected regularly, have formal institutional strength, and are participatory. In addition, the formation of agricultural institutions is adjusted to the environment and character of group members so as to capture their potential and needs.

#### e. Supporting Aspects

Aspects that support the implementation of the Policy of the Minister of Agriculture Number 67 of 2016 concerning farmer institutional development in the Lampung Provincial Plantation Office, among others, make it easier to implement the institutional empowerment of farmer groups, especially farmer groups in Tanggamus Regency, based on the Policy of the Minister of Agriculture Number 67 of 2016 concerning farmer institutional development. Then there are *fasdas* (extension workers) who have been trained and are competent in carrying out their duties and are available in various regions. Farmer groups that have been formed in each region facilitate extension activities so that extension workers do not find it difficult to carry out extension activities. It is also known that the attitude and support from the central and local governments in providing budgets every year for empowering farmer group institutions make empowerment activities run quite well. The attitude and enthusiasm of the farmer groups targeted by the policy make it easier for the phase/extension workers to carry out institutional empowerment of farmer groups.

#### f. Inhibiting Aspects

Aspects that hinder the implementation of the Policy of the Minister of Agriculture Number 67 of 2016 concerning Farmer Institutional Development in the Lampung Provincial Plantation Office, among others, are human resources (*fasda* and extension workers), which are small in number compared to the number of farmer groups in several regions of Lampung Province, so that the small number of extension workers makes the empowerment of farmers less evenly distributed, especially in the end of the province, such as Tanggamus and Waykanan. The number of farmer group members who do not live in their own garden areas means that the management of agricultural areas is less than optimal. Then the age of the farmer group members, who are already old, becomes an obstacle in receiving material for coaching. Group organizational structure, namely the process of changing group management, which results in policy changes that have been agreed upon in the previous period. The policy implementation process depends on the attitude and support of the government; in this case, the budget. Facilities and infrastructure that still do not meet the needs of *Fasa* and extension workers

(mobility, tools, and materials for delivering counseling) Communication, such as problems in conveying messages, problems in receiving messages, and problems interpreting messages. The mental attitude of farmers who have not realized that farmer institutions can be used as a process of self-reliance and do not rely on assistance from the government alone, so that the entrepreneurial aspect has not grown in reality, and also the activities of farmer groups that have not run optimally.

### **Conclusion**

Based on the results of research and discussion, conclusions can be drawn, namely:

1. Implementation of the Policy of the Minister of Agriculture Number 67 of 2016 concerning Farmer Institutional Development based on indicators Policy implementation concluded that communication was still not optimal. Resources are not optimal because of the limited number of human resources (HR) with competence and expertise. The attitude and disposition of the policy implementers have been running well and continuously; the bureaucratic structure and extension workers are able to carry out institutional empowerment to farmer groups clearly, on target, and easily understood according to the existing Standard Operating Procedures (SOP) and are able to build good communication with farmers.
2. Supporting aspects include: (1) quality of human resources; (2) attitudes and support from central and local governments; and (3) the attitude and enthusiasm of the farmer groups targeted by the policy.
3. Inhibiting aspects include: (1) the number of human resources (fasda and extension workers); (2) the area of the garden; (3) the varied ages of farmer group members; (4) group organizational structure; (5) limited government budgets; and (6) facilities and infrastructure for fasda and extension workers; (7) communication; and (8) the mental attitude of farmers.

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