Implementation of Development Policy for Livestock Farming Business in Gorontalo Regency, Gorontalo, Indonesia

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ABSTRACT

This study aimed to determine and analyze the implementation stages of livestock farming development policies in Gorontalo Regency. This policy is regulated by a Decree of the Minister of Agriculture, and is followed at the provincial and district Level. The success of implementing the policies is determined by commitment of the implementation apparatus and the community. This research used a qualitative approach and a case study method. Data were collected through observation from the beginning and during the research process. Furthermore, in-depth interviews were conducted to collect data and information related to the research. Also, a literature study was conducted on various references and documents to obtain a valid data. The collected data was then processed and analyzed using qualitative analytic methods, which included data presentation, as well as drawing conclusions. All the information were validated through extended observations, addition of references, data triangulation, and group discussions. The results showed that implementation of the development policies include socialization, identification of prospective recipient farmers, cage preparation, breeds procurement and selection. It also includes the formation of farmer groups, as well as distribution, raising and redistribution of livestock. The final target of this policy will be achieved when all the implementing apparatuses are consistent. Therefore, the policy can be well implemented, which will increase the income of the farming community in Gorontalo Regency

INTRODUCTION

Agriculture is an important source of income for the majority of the population [1], and as a leading sector, it plays an important role in the Indonesian economy. The aim of national agricultural development needs to be known by the rural and urban communities. This is because the responsibilities of the government are to ensure food security, increase income and employment opportunities in rural communities [2]. The development of agriculture in rural and remote areas is one of the efforts to equalize growth for the entire community to benefit from the results. Therefore, the government issued various policies to guide the achievement of the objectives. These policies will succeed as long as the target community and implementation apparatus are consistent.

LITERATURE REVIEW

This implementation is required to analyze the various policies. From a behavioral perspective, the target group compliance is an important factor that determines the success of policy implementation [3].

This policy has been implemented in almost all regions in Indonesia, including Gorontalo Regency, known as the Farming and Livestock Business Development Project (Putkati). This sector is a major contributor to food security, and is an important component of livelihood for most people [4].

Furthermore, this policy has been implemented since the 2000s, and is still in existence till now, although with a different name. It is regulated by a Decree of the Minister of Agriculture, and is followed up with policies at the regional level. Policy makers need to collectively manage the cities and rural areas to ensure that food production, consumption, and waste are treated as one single system [5]. For the effectiveness of this policy, the local

government has set technical guidelines for the implementation patterns.

METHODOLOGY

This is a qualitative research that used a case study method. In this case, the research tried to reveal and analyze phenomena that are related to the process of implementing farming development policies. For the effectiveness of the research process, Boliyohuto and Mootilango which were successful at developing livestock farming where used, as well as two sub-districts that were less successful, Bongomeme and Tibawa, as the research locus.

Data were collected through observation techniques, in-depth interviews with respondents related to the research focus. The documentation was carried out by reviewing all documents, references, and the policies of developing livestock farming. The source was primary data in the form of interviews with the Head of Animal Husbandry Service, the Head of the Putkati Project Section, the Putkati technical and medical officers, as well as the target community. Furthermore, secondary data were obtained in the form of policies, regulations, and technical guidelines.

The data was validated through the process of prolonged field observations, focus group discussion, data triangulation, and adding related references. The analysis was seen as three concurrent streams of activities, which are: (1) data condensation, (2) display, and (3) conclusion drawing or verification [6].

RESULTS AND DISCUSSION

The development program was implemented to increase community income. Economic growth and equitable distribution of income are two of the five main macroeconomic goals that each country aim to achieve, and are related to economic development [7]. Sustainable

development that covers all areas of community life becomes a decisive aspect in poverty alleviation efforts. Gorontalo Regency, which is one of the largest areas in the Province, has the potential to be developed to increase community income. This is closely related to the development policies and programs implemented by the government, and will later influence the percentage of poverty.

The Gorontalo Regency is flanked by most of the cities in the Province. This area is astronomically located at coordinates 1210,159″ – 1230, 32″ East Longitude and 00,24″ – 100,02″ North Latitude, with an area of 2,125.47 km². In the north bordering North Gorontalo Regency, in the east bordering Bone Bolango and Gorontalo City, in the west bordering Boalemo, and in the south bordering Tomini Bay. Administratively, Gorontalo Regency consists of 19 sub-districts [8]. Data on the area of sub-districts can be seen in the following table.

Table 1. Area of Sub-districts in Gorontalo Regency

No.	Sub-Districts	Area (km²)
1	Asparaga	430,32
2	Batudaa	32,86
3	Batudaa pantai	63,13
4	Bilato	612,34
5	Biluhu	79,20
6	Boliyohuto	60,59
7	Bongomeme	144,16
8	Dungaliyo	46,62
9	Limboto	103,32
10	Limboto barat	79,61
11	Mootilango	211,49
12	Tabongo	54,80
13	Telaga	28,16
14	Telaga biru	28,16
15	Telaga jaya	6,41
16	Tibawa	6,41
17	Tilango	5,79
18	Tongohula	171,75
19	Pulubala	240,57
	Total	2.125,47

Source: Gorontalo Regency Regional Development Planning Agency in 2020

The phenomenon of income and wealth inequality consequences has always been at the center of economic and social policy debates [9]. This is the same as what happened in Gorontalo Regency, which has a significant level of poverty compared to other regions. Apparently, poverty is one of the most common problems in the world, especially in developing countries [10]-. In fact, the poverty rate in Gorontalo Regency is higher than the average in the province. Based on data released by the Central Statistics Agency (BPS), in March 2019, the poverty rate was only 15.52% or decreased by 0.31% from September 2018. Based on this percentage, the number of poor people in the province decreased from 188.30 in September 2018 to 186.03 in March 2019. Meanwhile, the poverty rate from 2015 - 2019 was very high between 18-21 percent [8]. Therefore, this rate can be used to measure the level of community welfare. It can be said that the level of welfare in this Regency is still low. This is one of the phenomena that generally occur in regions that was recently expanded from the parent province (North Sulawesi), and is a common condition that occurs in developing countries, such as Indonesia. Also, poverty is one of the most widespread and persistent social problems in the world, especially in developing countries [11]. In accordance with data from the Central Statistics Agency (BPS), the poverty line,

number, and percentage of poverty from 2015 to 2019 (BPS, 2020), can be seen in the following table.

Table 2. Data on the Poverty Line, Number, and Percentage of Poor Population in Gorontalo Regency, 2015-2019

Year	Poverty Line	Number of Poor Population (Thousand)	Percentage of Poor Population
2015	343.373	80,82	21,79
2016	368.863	78,36	21,03
2017	382.722	76,93	20,55
2018	409.179	74,69	19,84
2019	425.827	68,31	18,06

Source: Central Statistics Agency of Gorontalo Regency in 2020

The data above can be illustrated in the figure below.
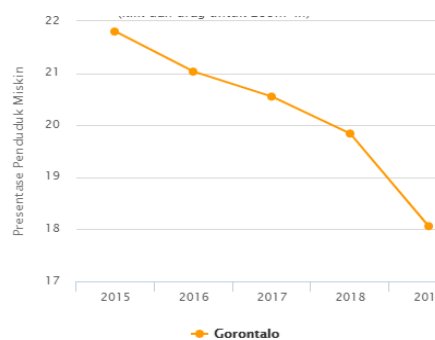
Figure 1. Percentage graph of poor population in Gorontalo Regency (Source: Central Statistics Agency of Gorontalo Regency in 2020)

Based on the data above, an important step is to re-evaluate the policies implemented by the local government. The reality is that there are still many public policies, but they have no impact on improving people's lives. The funds allocated to finance the program and support the policy implementation are not meagre, but the results have not been maximized.

Another data that need to be considered by local governments in setting policies is population structure. By paying attention to the population structure based on livelihoods, the policies implemented by the regional government will be intended to develop the agricultural sector. This is relevant to the data of population structure based on livelihoods as follows.

Table 3: Population structure based on livelihoods

No.	Type of Livelihood	Total
1.	Agriculture	48,76 %
2.	Trading	13,19 %
3.	Processing industry	11,15%
4.	Services	10,51%
5.	Etc.	16,39%

Source: Central Statistics Agency of Gorontalo Regency in 2020

Based on Table 3, it can be seen that the majority of Gorontalo Regency residents (48.76%) depend on agriculture. Therefore, it can be concluded that agriculture is their main source of livelihood. The people of the community are engaged in different forms of agriculture, such as rice, and livestock.

Animal husbandry has many roles in the livelihoods of people in developing communities [12] The policy of livestock farming business is part the Farming and Livestock Business Development Project which was implemented in Eastern Indonesia (Putkati). Gorontalo Regency is one of the target areas for farming development. Also, this project is assisted by the Director General of Animal Husbandry, Ministry of Agriculture. It is also jointly funded by the Government of the Republic

of Indonesia, IFAD (International Fund Agricultural Development), IDB (Islamic Development Bank) as well as Grant Agreement from the Government of New Zealand.

The main objectives of this policy are to distribute and develop the cattle given to farmers, and to foster integrated farming. Furthermore, this project has the task of developing and distributing horticultural seeds, plantation crops, animal feed forage and others to farmers. The objectives of this farming business development project are: (1) increasing the income of low-income farmers, (2) developing farming as an integrated business unit, (3) utilizing land resources efficiently and effectively, (4) increasing cattle population, and (5) equalizing farmers' income through the distribution of livestock to relatively poor farmers.

The current development agenda emphasizes the need to achieve a balance between economic, social, and environmental dimensions of sustainable development [13]. Therefore, each activity requires coordinated and integrated planning between related subsectors such as livestock, food crops, horticulture and plantations, using vertical and horizontal approaches. Bottom-up planning is associated with a vertical top-down policy. This approach was intended to create a coordination and synchronization between the Central and Local Governments. Thus, the flow of information runs smoothly and increases understanding of the tasks and responsibilities of the project implementation. Also, this approach was implemented by each agency related to the work line, starting from the central to the field level (farmers).

In [14] showed that the livestock raising system in North Sulawesi is still done in a "traditional-wide" manner using the "crop-livestock integration" model. Gorontalo Regency as an area that was once part of the North Sulawesi province, has the same characteristics, especially in the development of agricultural businesses that are integrated with livestock. In this case, the policies implemented by local governments have almost the same problems, especially in dealing with failures in livestock farming development.

The efforts to develop livestock farming are very important and can increase the community income. This needs to be supported by data on agricultural policies suitable for the community. Improving the quality and quantity of data available to decision makers, including public and private sector actors, is a prerequisite to formulate effective agricultural and rural sector investments. This will help farmers take advantage of market opportunities [15].

The reality found was that the process of implementing the development policies was not in accordance with the expected outcome. The success of policy implementation could be assessed based on the process perspective and the results achieved (results perspective). In the process perspective, a government program is said to be successful when its implementations are in accordance with the instructions and provisions made by the program maker, which include the procedures, implementing agents, target groups and program benefits. In the end, the program is considered successful only when it has the desired impact. However, a program might seem successful from the process perspective, but fail in terms of the impact produced, or vice versa [3]. Some of the areas targeted by this project have had different success. Some sub-districts were found to effectively develop their livestock farming, while some areas failed. In this research, it was determined that there were two sub-districts that succeeded in developing their livestock farming business, namely the districts of Boliyohuto and Mootilango. Meanwhile, Bongomeme and Tibawa, which were also designated as the locus in this study were less successful.

On the basis of the same policy, all the beneficiary farmer groups in the sub-district who became the research locus achieved the same level of success. The result of the adopted public policy depends on how successfully it is implemented. Even the best policy is meaningless when not properly implemented [16]. This phenomenon attracts researchers to conduct a deeper study of the process of implementing development policies. Therefore, scientific research has been conducted to show the causes of unsuccessful processes in policy implementation. In this case, the research focus are the stages or processes of implementing the development policies in Gorontalo Regency.

The success rate of development policies can be assessed through the process or stages of policy implementation. It can also be measured through the impact of the policies on increasing livestock farmers' incomes.

Based on the results, the stages of implementing development policies in Gorontalo Regency can be seen in the following figure.
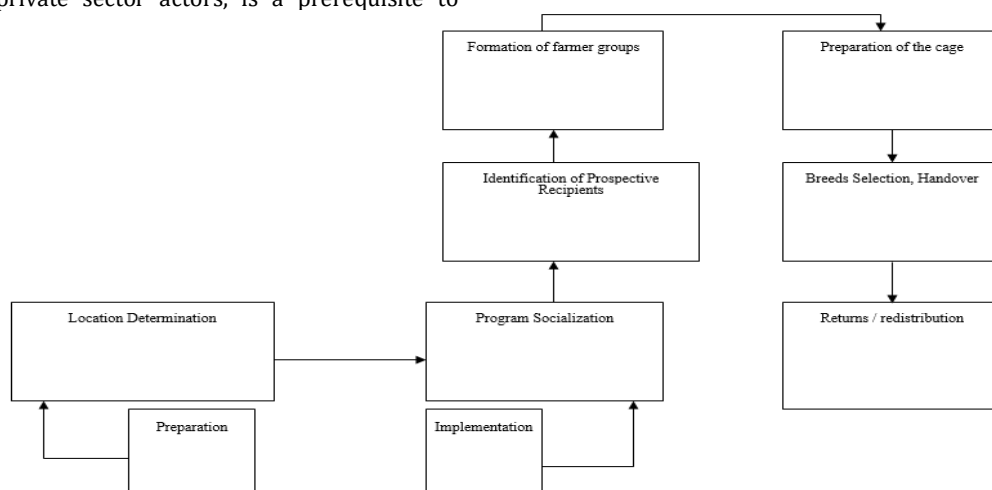
Figure 2. Schema of the stages of implementing farming business development policies

The figure above showed the stages of implementing the development policies of livestock farming in Gorontalo Regency through the following description:

Program Socialization and Location Determination
The initial stage in the process of implementing the policy was socialization. In [17] emphasized the role of socialization in the formation of open thinking (on unilateral perception). Through socialization, the thoughts and understanding of the policy can be formed. This was implemented in the community, starting from the village and sub-district level.

After socialization, the location of livestock farming development was determined. From the several regions, Gorontalo Regency is the area with several sub-districts. The development location was determined from the onset, and the prospective recipients have started preparing in accordance with the provisions. This determination was done by considering the location and the extent of the expanse owned by the village.

Based on the results of interviews and observations during the research process, the stages of socialization and location determination was conducted in accordance with technical guidelines. After several considerations of the natural resources, potential of the population and its geographical location, Boliyohuto, Bongomeme, Mootilango and Tibawa Sub-districts were designated as the locations of farming development. Furthermore, the area and the number of villages or hamlets in the location were very supportive in the development process.

Identification of Prospective Livestock Recipients
The process of identifying prospective recipients will determine the success of the implemented policies. Also, introduction into the target community needs to be carried out from the beginning, because the success of this policy is largely determined by the community or farmer groups receiving the assistance.

From interviews with several respondents, it was observed that the process of identifying prospective recipient was carried out through deliberation, and the ideal form of deliberation method was to avoid violence [18]. Deliberation was conducted to identify prospective recipients and avoid data manipulation. Therefore, the selected farmers were in accordance with the predetermined criteria. The deliberation was attended by the entire community, village or sub-district government, and officials from the Animal Husbandry Department. Furthermore, community members, technical officers, task forces, and village officials conducted a direct check to verify the selected farmers.

Formation of Farmer Groups and Preparation of Cattle Cages
One of the development activities is improving the quality of human resources (HR) farmers and their families, which aims to improve their knowledge, attitudes, and skills. This will enable them to develop more productive agriculture and at the same time improve the welfare of their families [19]. The development of an agricultural sector integrated with livestock is better when it is carried out through the empowerment of farmer groups. The first aspect that needs to be considered is the formation of groups that are prepared to receive livestock assistance. This is done by paying attention to the area or expanse where the farmers reside, which will help the field officers to conduct training and supervise them. One of the factors that determine the institutional development of farmer groups is the organizational structure [20].

In this case, the group was formed after the recipient farmers were determined. In principle, the formation of an initial recipient farmer and a redistributed farmer group have the same procedure. The only difference is determining the number of recipients in each group. The initial group (core) consisted of 25 heads of households and the redistributed recipient consisted of 10 families. Meanwhile, farmer group administrators were determined, which consisted of a chairman, secretary and treasurer. Furthermore, it was necessary to prepare livestock cages according to predetermined criteria. Farmers who have been selected as recipients need to prepare livestock cages. The construction of a cage is accompanied by technical officers and group administrators.

Preparation of livestock cages was mutually constructed and adjusted to the established criteria. In this case, a briefing was given about the techniques of growing animal feed forage, which requires the farmers to have at least 0.25 hectares of land. Also, the recommended type of plant was elephant grass. With this condition, the development is expected to encourage an increased income of the community, especially farmers who received livestock assistance

Breeds Procurement, Selection, Distribution and Raising Period of Livestock
The breeds procurement and selection are important stages that support successful development. This stage lasted for three months, from the process of procuring and selecting livestock breeds to its delivery to farmers. The breeds were selected by the selector team, transported to the location (holding ground), and distributed to recipient.

Before distribution, livestock identity was performed, which was carried out by personnel from the contractor, and was supervised by a technical team from the District Service. Livestock that already have an identity were given an Ear Tag, and immediately distributed to farmers according to their groups.

During the raising period, the contractor still provides medical personnel to monitor the animal health. The medical personnel were always ready to care for the livestock. Also, the distributed animals were continuously monitored by the task force in each village. In this case, the task force was very helpful in the care and raising process. Thus, it can be concluded that distributed livestock have gone through a procurement process, strict selection and raised by farmers. This stage will determine the success of implementing the development policies of livestock farming.

Return or Redistribution of Livestock
The final stage is the return or redistribution of livestock, and it refers to the contract agreement by the farmers with the Putkati project. This contract was initially valid for a period of 7 years in accordance with a statement from the donor country handling this project. In its development, there was a change in the contract to 5 and 3 years, in accordance with the conditions of the development area.

In the process of redistribution, problems usually occur, either from the livestock such as majir (cannot reproduce), or problems caused by the actions of farmers who are less aware of their obligations. The results

showed that livestock that experienced majir were replaced. Meanwhile, other problems caused by the farmers' actions were resolved through mutual deliberations.

From the explanation above, it was concluded that the process of returning or redistributing livestock had been carried out in accordance with established procedures. Although there were few obstacles, but they do not affect the process of redistribution to the next group. This condition encouraged the development of livestock given to farmers. Also, diversification and increase in livestock productivity need to be part of poverty alleviation strategy in developing countries [21].

CONCLUSIONS

The development of livestock farming is one of the alternatives used by the government to increase people's income. Therefore, it is necessary to issue policies that regulate the process both at the central and regional levels. The success of this policy is largely determined by the implementation process. The commitment of the implementing apparatus and the target community also determines the sustainability of the policy.

In accordance with the research findings, there are several stages in the process of implementing the policies, such as program socialization, identification of prospective recipient farmers, formation of farmer groups, cage preparation, breeds procurement, selection, distribution, and redistribution. As long as all the implementation stages of this policy are properly conducted, the development will be successful and have an impact on increasing the income of the farming community.

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