# Implementation of Development Policy for LivestockFarming Business in Gorontalo Regency, Gorontalo,Indonesia

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## ABSTRACT

The purpose of this study is to analyze and determine the implementation stages of livestock farming development policies in Gorontalo Regency, which are regulated by the Minister of Agriculture's Decree and administered at both district and provincial Level. The success of policies implementation lies in the commitment of implementation both by the apparatus and the community. This qualitative research used casestudymethod. While the datawerecollected from observation during the beginning and process of research. In addition, the data and information related to the research were collected by conducting in-depth interviews, a literature study was also conducted on varying references and documents to collect a valid data which will be processed and analyzed with qualitative analytic methods, including data presentation and drawing conclusions. The validation of all information were from extended observations, additional references, data triangulation, and group discussions. The findings showed that the implementing process of the development policies included socialization, cage preparation, identification of prospective recipient farmers, formation of farmer groups, breeds procurement and selection, distribution, as well as raising and redistribution of livestock. The intended output of this policy can be accomplished if every apparatuses of implementation are consistent so that the policy can be implemented properly, which in turn will improve the Farming community Income in Gorontalo Regency

## INTRODUCTION

Agricultureisanimportantsourceofincomeforthemajority of the population [1], and as a leading sector, itplays an important role in the Indonesian economy. Theaimofnationalagriculturaldevelopmentneedstobekno wnbytheruralandurbancommunities.Thisisbecausetheres ponsibilitiesofthegovernmentaretoensure food security, increase income and employmentopportunities in rural communities [2]. The developmentofagricultureinruralandremoteareasisoneoft heefforts to equalize growthforthe entirecommunity tobenefitfromtheresults.Therefore,thegovernmentissued various policies to guide the achievement of theobjectives.Thesepolicieswillsucceedaslongasthetarget communityandimplementationapparatusareconsistent.

## LITERATUREREVIEW

The requirement of this implementation is based on the need to analyze several policies. The target group compliance is a significant factor which determines the policy implementation success as viewed from behavioral perspective, [3].
KnownastheFarmingandLivestockBusinessDevelopmentP roject(Putkati). it has been implemented in almost every region of Indonesia, including Gorontalo Regency, Thissectorisamajorcontributortofoodsecurity, and is an important component of livelihood formostpeople[4].
Furthermore, this policy has been implemented since the2000s, and is still in existence till now, although with adifferent name. It was regulated in a Decree from the MinisterofAgriculture and was followedupwithpolicies in regional level. Policy makers need to collectively managethe cities and rural areas to ensure that food production,consumption, and waste are treated as one single system[5].Fortheeffectivenessofthispolicy,thelocal governmenthassettechnicalguidelinesfortheimplementati onpatterns.

## METHODOLOGY

Thisisaqualitativeresearchthatusedacasestudymethod.Int hiscase,theresearchtriedtorevealandanalyzephenomenat hatarerelatedtotheprocessofimplementingfarmingdevelo pmentpolicies.Fortheeffectivenessoftheresearchprocess,B oliyohutoandMootilango which were successful at developing livestockfarmingwhereused,aswellastwosub-districtsthatwerelesssuccessful,BongomemeandTibawa,a stheresearchlocus.
Data were collected through observation techniques, in-depthinterviewswithrespondentsrelatedtotheresearchfoc us.Thedocumentationwascarriedout byreviewing all documents, references, and the policies ofdevelopinglivestockfarming.Thesourcewasprimarydata in the form of interviews with the Head of AnimalHusbandryService,theHeadofthePutkatiProjectSec tion, the Putkati technical and medical officers, as wellas thetargetcommunity.Furthermore,secondarydatawereobt ained in theform ofpolicies, regulations, andtechnicalguidelines.
The data was validated through the process of prolongedfieldobservations,focusgroupdiscussion,datatri angulation, and adding related references. The analysiswas seen as three concurrent streams of activities, whichare: (1) data condensation, (2) display, and (3) conclusiondrawingor verification[6].

## RESULTSANDDISCUSSION

The development program was implemented to increasecommunityincome.Economicgrowthandequitable distributionofincomearetwoofthefivemainmacroeconomi c goals that each country aim to achieve,andarerelated to economicdevelopment[7].Sustainable

developmentthatcoversallareasofcommunitylifebecomes a decisive aspect in poverty alleviation efforts.Gorontalo Regency, which is oneofthelargest areas intheProvince,hasthepotentialtobedevelopedtoincrease community income. This is closely related to thedevelopment policies and programs implemented by thegovernment, andwilllaterinfluencethepercentageofpoverty.

The Gorontalo Regency is flanked by most of the cities intheProvince.Thisareaisastronomicallylocatedatcoordinates 1210,159″ – 1230, 32″ East Longitude and00,24″ – 100,02″ North Latitude, with an area of 2,125.47km². In the north bordering North Gorontalo Regency, inthe east bordering Bone Bolango and Gorontalo City, inthe west bordering Boalemo, and in the south borderingTomini Bay. Administratively, Gorontalo Regency consistsof 19 sub-districts [8]. Data on the area of sub-districtscanbe seeninthe followingtable.

**Table1.**AreaofSub-districts inGorontaloRegency

| No. | Sub-Districts | Area(km²) |
|-----|---------------|-----------|
| 1 | Asparaga | 430,32 |
| 2 | Batudaa | 32,86 |
| 3 | Batudaapantai | 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 | Limbotobarat | 79,61 |
| 11 | Mootilango | 211,49 |
| 12 | Tabongo | 54,80 |
| 13 | Telaga | 28,16 |
| 14 | Telagabiru | 28,16 |
| 15 | Telagajaya | 6,41 |
| 16 | Tibawa | 6,41 |
| 17 | Tilango | 5,79 |
| 18 | Tongohula | 171,75 |
| 19 | Pulubala | 240,57 |
| Total | | 2.125,47 |

Source:GorontaloRegencyRegionalDevelopmentPlanningAgencyin 2020

Thephenomenonofincomeandwealthinequalityconsequences has always been at the center of economicand social policy debates [9]. This is the same as whathappened in Gorontalo Regency, which has a significantlevel of poverty compared to other regions. Apparently,povertyisoneofthemostcommonproblemsintheworld, especially in developing countries [10]-. In fact, thepovertyrateinGorontaloRegencyishigherthantheaverage in the province. Based on data released by theCentralStatisticsAgency(BPS),inMarch2019,thepovertyratewasonly15.52%ordecreasedby0.31%fromSeptember2018.Basedonthispercentage,thenumberofpoorpeoplein theprovincedecreasedfrom 188.30inSeptember2018to186.03inMarch2019.Meanwhile, the poverty rate from 2015 - 2019 was veryhigh between 18-21 percent [8].Therefore, this rate canbe used to measure the level of community welfare. It canbesaid thatthelevel ofwelfare in this Regency is stilllow. This is one of the phenomena that generally occur inregionsthatwasrecentlyexpandedfromtheparentprovince(NorthSulawesi), andis acommon conditionthat occurs in developingcountries,such as Indonesia.Also,povertyisoneofthemostwidespreadandpersistentsocialproblemsintheworld,especiallyindeveloping countries [11]. In accordance with data fromtheCentralStatisticsAgency(BPS),thepovertyline,

number, and percentage of poverty from 2015 to 2019(BPS,2020),canbe seeninthefollowingtable.

**Table2.**DataonthePovertyLine,Number, andPercentageofPoorPopulationin GorontaloRegency,2015-2019

| Year | Poverty Line | Number of Poor Population(Thousand) | PercentageofPoorPopulation |
|------|--------------|-------------------------------------|----------------------------|
| 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 StatisticsAgencyofGorontaloRegencyin2020
The dataabovecanbeillustratedinthefigurebelow.

**Figure 1.**Percentage graph of poor population in GorontaloRegency (Source: Central Statistics Agency of Gorontalo Regencyin2020)



Basedonthedataabove,animportantstepistore-evaluatethepoliciesimplementedbythelocalgovernment. The reality is that there are still many publicpolicies, but they have no impact on improving people'slives.Thefundsallocatedtofinancetheprogramandsupportthepolicy implementation arenot meagre,buttheresultshave notbeenmaximized. Anotherdatathatneedtobeconsideredbylocalgovernmentsinsettingpoliciesispopulationstructure.By paying attention to the population structure based onlivelihoods,thepoliciesimplementedbytheregionalgovernment will be intended to develop the agriculturalsector. This is relevant to the data of population structurebasedonlivelihoodsasfollows.

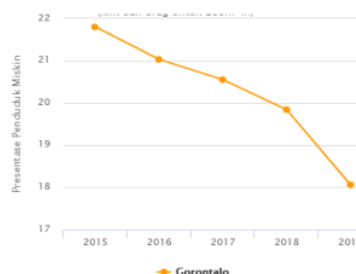**Table3:**Populationstructurebasedonlivelihoods

| No. | TypeofLivelihood | Total |
|-----|------------------|-------|
| 1. | Agriculture | 48,76% |
| 2. | Trading | 13,19% |
| 3. | Processingindustry | 11,15% |
| 4. | Services | 10,51% |
| 5. | Etc. | 16,39% |

Source: Central Statistics Agency of Gorontalo Regency in 2020BasedonTable3,itcanbeseenthatthemajorityofGorontaloRegencyresidents(48.76%)dependonagriculture. Therefore, it can be concludedthatagricultureistheirmainsourceoflivelihood. Thepeopleofthecommunityareengagedindifferentformsofagriculture,suchasrice,andlivestock.

Animal husbandry has many roles in the livelihoods ofpeopleindevelopingcommunities[12]ThepolicyoflivestockfarmingbusinessisparttheFarmingandLivestockBusinessDevelopmentProjectwhichwasimplementedinEasternIndonesia(Putkati).GorontaloRegencyisoneofthetargetareasforfarmingdevelopment. Also, this project is assisted by the DirectorGeneral ofAnimal Husbandry, Ministry of Agriculture. ItisalsojointlyfundedbytheGovernmentoftheRepublic

ofIndonesia,IFAD(InternationalFundAgriculturalDevelopment), IDB (Islamic Development Bank)as wellasGrantAgreementfromtheGovernmentofNewZealand.

The main objectives of this policy are to distribute anddevelopthecattlegiventofarmers,andtofosterintegrated farming. Furthermore, this project has the taskofdevelopinganddistributinghorticulturalseeds,plantationcrops,animalfeedforageandotherstofarmers.Theobjectivesofthisfarmingbusinessdevelopmentprojectare:(1)increasingtheincomeoflow-income farmers,(2)developingfarmingasanintegratedbusinessunit,(3)utilizinglandresourcesefficientlyandeffectively,(4)increasingcattlepopulation, and (5) equalizing farmers' income throughthe distributionof livestocktorelativelypoorfarmers.

The current development agenda emphasizes the need toachieveabalancebetweeneconomic,social,andenvironmentaldimensionsofsustainabledevelopment[13].Therefore, each activityrequirescoordinatedandintegrated planning between related subsectors such aslivestock, food crops, horticulture and plantations, usingvertical andhorizontal approaches.Bottom-upplanningisassociatedwithaverticaltop-downpolicy.ThisapproachwasintendedtocreateacoordinationandsynchronizationbetweentheCentralandLocalGovernments.Thus,theflowofinformationrunssmoothly and increases understanding of the tasks andresponsibilities of the project implementation. Also, thisapproach was implemented by each agency related to theworkline,startingfromthecentraltothefieldlevel(farmers).

In [14] showed that the livestock raising system in NorthSulawesi is still done in a "traditional-wide" manner usingthe"crop-livestockintegration"model.GorontaloRegencyasanareathatwasoncepartoftheNorthSulawesiprovince,hasthesamecharacteristics,especially in the development of agricultural businessesthat are integrated with livestock. In this case, the policiesimplemented by local governments have almost the sameproblems, especially in dealing with failures in livestockfarmingdevelopment. Theeffortstodeveloplivestockfarmingareveryimportant and can increase the community income. Thisneedsto besupported bydataon agricultural policiessuitableforthe community.strengthening data qualityandquantity which iss available to decision makers, which includes actors in private and public sector,isaprerequisiteto

Formulate the effective investments in rural and agricultural sector.Thiswillhelpfarmerstakeadvantageofmarketopportunities[15].

The reality found was that the process of implementingthe development policies was not in accordance with theexpected outcome. The success of policy implementationcould be identified from the process perspective along with the results attained (results perspective). In the processperspective, a program by the government issaidto be accomplished when implementations are in line with instructionsandprovisions from theprogrammaker,whichincludetheprocedures,implementingagents,targetgroupsandprogrambenefits. Finally, the program can be considered a success if the desired impact happens. However, a program might seem to be accomplished in process perspective, but was failed in produced impact and vice versa[3].Severalareastargetedbytheprojecthavehaddifferentformofsuccess.Somesub-districtswerefoundtoeffectivelydeveloptheirlivestockfarming,whilesomeareas failed. In this research, it was determined that therewere two sub-districts that succeeded in developing theirlivestockfarmingbusiness,namelythedistrictsofBoliyo huto and Mootilango. Meanwhile, Bongomeme andTibawa, which were also designated as the locus in thisstudywere lesssuccessful.

On the basis of the same policy, all the beneficiary farmergroups in the sub-district who became the research locusachievedthesamelevelofsuccess.Theresultoftheadopted public policy depends on how successfully it isimplemented. Even the best policy is meaningless whennotproperlyimplemented[16].Thisphenomenononattractsresearcherstoconductadeeperstudyoftheprocessofimplementingdevelopmentpolicies.Therefore,scientificresearchhasbeenconductedtoshowthecausesofunsuccessfulprocessesinpolicyimplementation. In this case, the research focus are thestagesorprocessesofimplementingthedevelopmentpoliciesinGorontaloRegency.

The success rate of development policies can be assessedthrough the process or stages of policy implementation. Itcan also be measured through the impact of the policiesonincreasinglivestockfarmers'incomes.

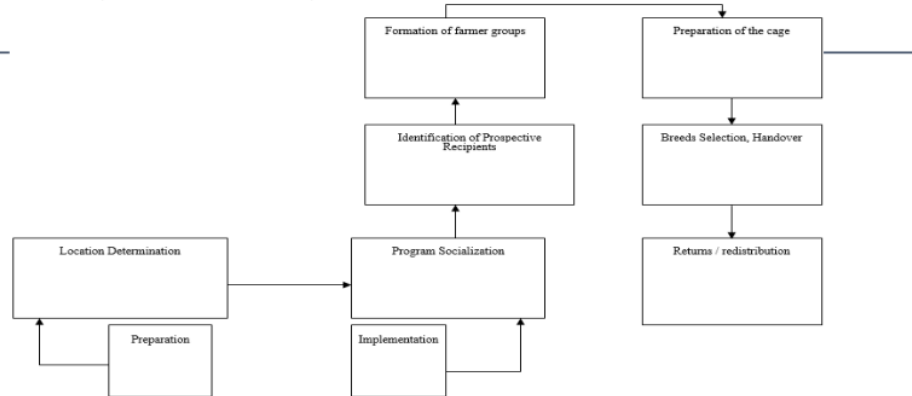Basedontheresults,thestagesofimplementingdevelopment policies in Gorontalo Regency can be seen inthefollowingfigure.

**Figure2.**Schemaof the stagesofimplementingfarmingbusinessdevelopmentpolicies

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 CattleCages***

Improving the quality of human resources (HR) in farmers and their families is one of the development activities, with the purpose to improve their skills, knowledge, and attitudes. This will enable them to develop agriculture into a state more productive and improve their families welfare at the same time [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

developmentoffarmergroupsistheorganizationalstructure[20]

Inthiscase,thegroupwasformedaftertherecipientfarmers weredetermined.In principle,theformation ofaninitialrecipientfarmerandaredistributedfarmergroup have the same procedure. The only difference isdetermining the number of recipients in each group. Theinitial group (core) consisted of 25 heads of householdsand the redistributed recipient consisted of 10 families.Meanwhile,farmergroupadministratorswedetermined, which consisted of a chairman, secretary andtreasurer.Furthermore,itwasnecessarytoprepareliv estockcagesaccordingtopredeterminedcriteria.Farmers whohave beenselected as recipients needtopreparelivestockcages.Theconstructionofacageis accompaniedbytechnicalofficersandgroupadministrators.

Preparation of livestock cages was mutually constructedandadjustedto theestablishedcriteria.In this case, abriefingwasgivenaboutthetechniquesofgrowinganimal feed forage, which requires the farmers to have atleast 0.25 hectaresofland. Also,the recommended typeofplantwaselephantgrass.Withthiscondition,thedevelopmentisexpectedtoencourageanincreasedincomeoft hecommunity,especiallyfarmerswhoreceivedlivestocka ssistance

### *BreedsProcurement,Selection,DistributionandRaisin gPeriodofLivestock*

Thebreedsprocurementandselectionareimportantstage sthatsupportsuccessfuldevelopment. Thisstagelastedforthreemonths,fromtheprocess ofprocuringand selecting livestock breeds to its delivery to farmers.Thebreedswereselectedbytheselectorteam,tra nsportedtothelocation(holdingground),anddistributedt orecipient. Beforedistribution,livestockidentitywasperformed,whi ch was carried out by personnel from the contractor,and was supervised by a technical team from the DistrictService.Livestockthatalreadyhaveanidentitywer egiven an Ear Tag, and immediately distributed to farmersaccordingtotheir groups. Duringthe raisingperiod,thecontractorstillprovidesmedicalperson neltomonitortheanimalhealth.Themedicalpersonnelwe realwaysreadytocareforthelivestock. Also, the distributed animals were continuouslymonitored by the task force in each village. In this case,the task force was very helpful in the care and raisingprocess.Thus,itcanbeconcludedthatdistributedli vestockhavegonethroughaprocurementprocess,strictse lectionandraisedbyfarmers.Thisstagewilldetermine the success of implementing the developmentpoliciesoflivestockfarming.

### *Returnor RedistributionofLivestock*

The final stage is the return or redistribution of livestock,and it refers to the contract agreement by the farmerswith the Putkati project. This contract was initially validfor a period of 7 years in accordance with a statementfromthedonorcountryhandlingthisproject.Ini tsdevelopment,therewasachangeinthecontractto5and 3years,inaccordancewiththeconditionsofthedevelopme ntarea. In the process of redistribution, problems usually occur,eitherfromthelivestocksuchasmajir(cannotrepro duce), or problems caused by the farmerswhoarelessawareoftheirobligations.Theresults

showedthatlivestockthatexperiencedmajirwerereplaced. Meanwhile,otherproblemscausedbythefarmers'actionswereresolvedthroughmutualdeliberations.

From theexplanation above, it was concluded that theprocess of returning or redistributing livestock had beencarried out in accordancewith established procedures.Although there were few obstacles, but they do not affecttheprocessofredistributiontothenextgroup.Thiscondition encouraged the development of livestock givento farmers. Also, diversification and increase in livestockproductivityneedtobepartofpovertyalleviationstrategyindevelopingcountries [21].

## CONCLUSIONS

Thedevelopmentoflivestockfarmingisoneofthealternatives used by the government to increase people'sincome. Therefore, it is necessary to issue policies thatregulatetheprocessbothatthecentralandregionallevels. The success of this policy is largely determined bytheimplementationprocess.Thecommitmentoftheimplementing apparatus and the target community alsodeterminesthe sustainabilityof the policy.

Inaccordancewiththeresearchfindings,thereareseveral stages in the process of implementing the policies,suchasprogramsocialization,identificationofprospectiverecipientfarmers,formationoffarmergroups, cage preparation, breeds procurement, selection,distribution,andredistribution.Aslongasalltheimplementationstagesofthispolicyareproperlyconducted, the development will be successful and haveanimpactonincreasingtheincomeofthefarmingcommunity.

# Implementation of Development Policy for LivestockFarming Business in Gorontalo Regency, Gorontalo,Indonesia