



Implementation of Millennial Farmer Development Policy in Bogor Regency

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Abstract

The development of millennial farmers has a very important role in preparing for the regeneration of farmers in the future. However, the Bogor district government has a number of weaknesses and obstacles in fostering millennial farmers. The research analyzes the implementation of millennial farmer policies in Bogor Regency from the aspects of policy context and policy content according to Grindel. The method was used with a qualitative approach, with data collection techniques using observation and interviews and data analysis using triangulation techniques. The results showed that the implementation of the millennial farmer development policy in Bogor Regency had gone well but is faced with several weaknesses and obstacles, namely socialization for agricultural extension workers is still lacking, limited budget, limited facilities and infrastructure, cross-sectoral collaboration has not been optimal and limited agricultural land ownership. The research recommendations are to increase the socialization of millennial farmer development policies, increase budgets, provide support for facilities and infrastructure, optimize cross-sector roles, and provide support and facilitation for agricultural land.

Introduction

Agriculture has an important meaning for human life. As long as humans live, as long as agriculture will still exist (Asmira & Alam, 2020). This is because food is the most basic human need besides air and water. Food is an agricultural product whose needs are increasing every year due to the increase in human population (Maria et al., 2020). This condition makes the contribution of the agricultural sector to the economy of a country quite large. Based on data from the Central Statistics Agency (BPS), the Gross Domestic Product (GDP) of agricultural businesses based on prevailing prices (ADHB) reached IDR 2.25 quadrillion throughout 2021. In fact, at that time, the world was in a pandemic condition. This value contributes 13.28% to the national GDP (Kusnandar, 2022).

On the other hand, the economic potential in the agricultural sector is not in line with the large public interest in this sector. In many developing countries, including Indonesia, the agricultural sector is less popular, including among the younger generation. They consider that this sector has a very small business scale, conventional, difficult to obtain access to financing, weak access to protection, and limited in counseling and assistance services (Wati et al., 2021). The lack of public interest in the agricultural sector is evidenced by the number of farmers who continue to decline. Based on the comparison of the results of the agricultural census in 2003 with 2013, it is proven that in the last ten years, there has been a decrease in farmer households of around 15% (Anwarudin et al., 2020). In addition, the agricultural workforce in Indonesia is currently dominated by the elderly, with an average age of more than 55 years (Arvianti et al.,

2019). In fact, according to Firdaus et al., the most productive age for agricultural sector workers is 15-34 years (R. B. R. Firdaus et al., 2022).

The condition of the inverted pyramid for the profession of farmers by age is a threat to the sustainability of the agricultural sector in the country. This condition will have a critical impact on the increase and sustainability of agricultural production (Seok et al., 2018). Therefore, the Ministry of Agriculture has formulated a strategy to increase the number of millennial farmers with several excellent programs, including technical guidance for millennial farmers connected to JPN (National Agricultural Network), development of young agricultural Entrepreneurs, and development of vocational education and training (BPPSDMP, 2022). This strategy is a reference for local governments in developing youth interest in farming, including Bogor Regency.

Bogor Regency has an area of 2,991.78 km², with the potential area of agriculture, plantations, forestry, and fisheries reaching 176,312 hectares or 59.04% of the area of Bogor Regency (Distanhorbun, 2023). Bogor Regency has a strategic position as a provider of agricultural land on the Jabodetabek scale. According to BPS data in 2023, food crop commodities are the most common type of individual agricultural business in Bogor Regency, which is 60.62%. Then followed by horticultural commodities, plantations, animal husbandry, forestry, fisheries, and agricultural services. However, at the national level, the number of people who work mainly in the agricultural sector in Bogor Regency is also minimal, namely 203,338 people out of a population of 6,088,233 people. Most of these farmers are over 45 years old, which is 28% (BPS, 2023). Based on this condition, Bogor Regency makes farmer regeneration the main focus of sustainability of the agricultural sector in the future.

Various programs have been designed by the Bogor Regency Government to increase the interest of the millennial generation in agricultural business and also to coach millennial farmers to improve their skills and abilities. This program has been started since 2019 and refers to programs directed by the Central Government (Kemenan). This program is implemented to realize farmer regeneration and increase agricultural production with technological improvements. To measure the effectiveness of the program, it is necessary to evaluate the implementation of program policies. One approach that can be used to measure the success of public policy implementation is using the Grindle method.

This method measures the success of policy implementation based on two factors, namely, assessment of the process and achievement of goals. Assessment of the process is seen from the compatibility between policy implementation and policy planning. At the same time, achievement is measured based on the impact or influence of the policy on society and the level of change that occurs. This study aims to examine the implementation of millennial farmer development policies in the Bogor Regency Government. The results of this study can be used as a reference for the Bogor Regency Government in overcoming various obstacles and weaknesses in the implementation of millennial farmer development policies.

Methods

The research method used is a qualitative approach. Data sources are derived from primary data and secondary data. Primary data were obtained through in-depth observations and interviews with 16 informants, including informants from the Ministry of Agriculture, West Java Province, Bogor Regency Government, and millennial farmers in Bogor Regency. Meanwhile, secondary data is obtained from documents or reports related to millennial farmers in Bogor Regency. In data validity, the study used triangulation techniques. Source to test the credibility of data carried out by checking data that has been obtained through several sources.

Results and Discussion

Implementation of Millennial Farmer Development Policy

The effectiveness of policy implementation, whether it runs effectively or not, is seen from two aspects, namely, policy content and policy context (Siregar, 2022). Policy content includes interests affected by the policy, types of policy benefits, degree of desired change, the position of policymakers, which implements the program, and resources deployed (Firdaus, 2020; Wachid, 2019). The policy context includes power, interests, and strategies of the actors involved, characteristics of institutions and rulers, compliance, and responsiveness (Malik & Rahman, 2024; Warih & Agustiani, 2024). The implementation of the millennial farmer development policy in Bogor Regency can be explained as follows:

Content of the Policy

The Bogor Regency Government has considerable potential for agriculture, plantations, forestry, and fisheries, reaching 176,312 hectares or 59.04% of the area of the Bogor Regency (BPS, 2023). However, the number of farmers who are trying to farm is dominated by elderly farmers (45 years and over). Meanwhile, the number of millennial farmers (aged 19-39 years) is only 76,127 people (BPS, 2023). In response to these conditions, the Government launched a mission of farmer regeneration with a millennial farmer program that is adaptive to digital technology (Permentan Number 4 of 2019). The millennial farmer program includes the development of farmer entrepreneurship involving young farmers in agriculture, animal husbandry, fisheries, plantations, and forestry, as well as corporations or other stakeholders, in order to create an independent, advanced, and sustainable agricultural ecosystem.

Other millennial farmer programs are technical guidance for millennial farmers connected to JPN (National Agricultural Network), development of agricultural Young *Entrepreneurs*, development of vocational education and training, and Foreign Loans and Grants (PHLN) for millennial farmer growth (LAKIP BPPSDMP, 2022). Meanwhile, at the West Java Provincial Government level, millennial farmer development policies include program collaboration on land preparation, human resource preparation, training, business internship/incubation, technology access, market access, and capital access. The Millennial Farmer Program scheme implemented is socialization, off-taker determination, millennial farmer recruitment, training, internships, business incubation, and financing.

To support the implementation of the program, the West Java Provincial Government also inventories land, including land owned by the Provincial Government from redis HGU land, Perhutani land, Regency / City land, PTPN VIII land, and land owned by third parties with a Cooperation pattern (LAKIP SETDA West Java Province, 2022). As for the Bogor Regency Government level, the millennial farmer development policies carried out include: (1) As an initial stage, the Bogor Regency Government carried out a selection process for millennial farmers, then continued with assistance in the production/cultivation process to post-harvest handling. Bogor Regency Government collaborates with IPB and Qiara Institute Agri Socio in marketing assistance; (2) Find an *off-taker* to help market agricultural products in an effort to encourage the business development of millennial farmers. (3) Seeking loans to increase business capital by bringing together millennial farmers and banks (access to KUR) in the form of debt with low interest; (4) Provide technical guidance on production management, post-harvest management, and marketing management in accordance with the type of business chosen by millennial farmers; (5) Holding a business meeting forum that brings together the main actors (millennial farmers) with buyers of agricultural products (*off-takers*). This program aims to increase the marketing of agricultural products and minimize non-marketed products;

(5) An internship program that aims to support the existence of millennial farmers in Bogor Regency. The internship program is a follow-up to the collaboration between the Bogor Regency Government and the Ministry of Agriculture through the *Youth Entrepreneur and Employment Support Services* (YESS) program.

Interests affected by the policy

Based on interviews with several millennial farmers in Bogor Regency, the millennial farmer development policy program implemented by the Bogor Regency Government was welcomed by millennial farmers. Farmers are motivated and increase their understanding of matters related to business in agriculture. This can also be seen from the fulfillment of the quota for each program implemented. Farmers are also helped from the financing aspect by the People's Business Credit (KUR) program, Competitive Grants, and *off-takers*. The policy of fostering millennial farmers is very important to be implemented because of the increasing need for food. While agricultural land and farmers' interest are declining, agricultural commodity production is also declining (Anjan, 2020).

Types of benefits generated

Millennial farmer development policies can provide benefits: 1) maintaining agricultural production; 2) increasing the use of technology in agriculture; 3) increasing added value; 4) increasing marketing effectiveness by digitization; 5) getting intensive coaching for millennial farmers; 6) cultivate a feeling of pride in being a farmer; and 7) provide a positive *image* of agriculture, namely changing the way people view agriculture, from dirty agriculture to modern agriculture, and if managed properly, agriculture has great potential as a business opportunity in the future.

Cool degree of change

According to the Strategic Plan of the Ministry of Agriculture for 2019-2024, the Government targets the formation of 2.5 million millennial farmers. The increase in the number of millennial farmers, and is hoped that it can have an impact on accelerating the achievement of production levels and reducing production losses in post-harvest handling due to using agricultural mechanization. In addition, the desired change is also the management of better, creative, and innovative agricultural resources with the application of modern technology owned by millennial farmers. Another expected change is that millennial farmers do more business in the field of *on-farm* (cultivation process) than *off farm* (post-harvest) to maintain market supply. In this cultivation process, innovations are expected to emerge so that production costs can be reduced while productivity remains high.

The agricultural cultivation process is carried out with Standard Operating Procedures (SOP) and uses *IoT* in running its farm. Millennial farmers are also expected to be more creative in product diversification. With the development of this agricultural sector, millennial farmers are expected to become agents of agricultural renewal in the homes of millennial farmers. In addition, through this policy program, millennial farmers are also expected to have the ability to negotiate/partner and improve farm business management. The focus of coaching millennial farmers for the Government is to bring millennial farmers success in running their farms. So, not only is the quota target of additional farmers from millennials but also the quality of the agricultural businesses they run, both *on the farm*, *off the farm*, or both at once. Therefore, the Government does not only pay attention to the socialization process but also pays full attention to the level of implementation. The Government is also more focused on meeting the business needs of millennial farmers so that they are able to export their products abroad and have a

better market. Of course, this must be supported by the ability of good planting patterns and more competitive production costs.

Position of policymakers

Policymakers for developing millennial farmers at the central government level are the Ministry of Agriculture, the Ministry of Youth and Culture, and SOEs. As for the level of the West Java Provincial Government are the Governor, Distanhor, and Regional Secretary which the Economic Bureau supervises as the Coordinator. As for planning, there is the involvement of the Regional Development Planning Agency of West Java Province. The policy of fostering millennial farmers is also contained in the RPJMD of West Java Province, so it has consequences for the budgeting of the policy. While at the Bogor Regency Government level, *stakeholders* involved in policy making are the Regional Secretary of the Natural Resources section, Bappeda R & D, the Food Crops, Horticulture, and Plantations Office (Distanhorbun), and the Fisheries and Livestock Office (Diskanak) of Bogor Regency. The formulation and implementation of millennial farmer development policies involve a number of stakeholders, so the collaboration of various stakeholders will create the effectiveness of the implementation of the policy.

Program executor

The implementer of the central millennial farmer development program is the Ministry of Agriculture. In contrast, at the provincial level, the implementers are the Food Crops and Horticulture Service as the main actors, the Food Security and Livestock Service, the Plantation Service, the Forestry Service, and the Marine and Fisheries Service. As for the district level, policies are implemented by Distanhorbun, Diskanak, Banking Institutions, Food Security Office, Contact Farmers Fishermen Andalan (KTNA), Self-Help Agricultural Training Center (P4S), farmer groups, and universities, such as Agricultural Development Polytechnic (Polbangtan) and Bogor Agricultural University.

In the implementation of the millennial farmer development policy at the policy implementation level, there are several weaknesses as follows: (1) Agricultural Extension Workers do not fully understand the concept of millennial farmer development. This has resulted in agricultural extension workers experiencing difficulties in coaching millennial farmers, (2) coaching has not been able to touch all millennial farmers due to budget constraints, and (3) cross-sectoral collaboration has not been optimal. This is aimed at cross-sector involvement in fostering millennial farmers in the field is still very minimal.

Resources deployed

The resources used in coaching millennial farmers include human resources, budgets, and natural resources. Human resources in the implementation of millennial farmer development are Agricultural Extension Agents in the Horticultural and Plantation Food Crops Office with a total of 177 people. This number includes 90 civil servant extension workers, 53 PPPK, and 34 THL-TBPD people.

The Bogor Regency Government also allocates budget support to fostering millennial farmers. This budget is used to provide training to increase human resource capacity. Forty millennial farmers attended this activity with a budget of 127 million rupiah. However, the existing budget support has not been able to guide all millennial farmers. Currently, new coaching is carried out for a small number of millennial farmers. From the aspect of natural resources for agricultural land, ownership is still low. This is an obstacle in the implementation of millennial farmer coaching. In addition, efficiency in the use of agricultural equipment is rather difficult

to do. From the aspect of infrastructure facilities such as Green House, Smart farming, and fertilizer that millennial farmers have are very limited. This has resulted in reducing the motivation of millennial farmers to pursue agricultural business.

Policy Context

Power, interests, and strategies of the actors involved

The strategy carried out by the Bogor district government to succeed in the millennial farmer development program is to coordinate between stakeholders / PD in the context of synergy in the preparation of planning, implementation, and control. The millennial farmer development activities held are technical guidance (entrepreneurship, IoT digitalization, and *online marketing*), the formation of farmer corporations based on commodity clusters, and collaboration with Japanese, Korean, and Taiwanese internship alumni to share knowledge and experience that can be applied to millennial farmer farming. To determine the effectiveness of the program, the Bogor district government conducts an evaluation every three months by inviting the relevant SKPD (Regional Apparatus Work Unit). In addition, conducting field visits are conducted once a month in each sub-district.

Characteristics of Institutions and Rulers

At the Bogor Regency Government level, the implementer of the millennial farmer development policy is the Horticulture and Plantation Food Crops Office. The agency is very responsive to various programs and policies for farmer regeneration, with indicators of an increase in the number and capacity of millennial farmers. From the program aspect, millennial farmer development has not been able to guide all millennial farmers. Coaching activities or resource assistance can only be accessed by a small number of millennial farmers. This is due to limited budget and facilities, as well as not optimal support.

Compliance and Responsiveness

The Bogor Regency Government responded quite well to the policy of fostering millennial farmers. This can be seen from the formation of the *District Implementation Team* (DIT) and budget allocation to make the program a success. The Bogor district government is also consistent in carrying out various activities that foster millennial farmers, including training activities, internships, encouraging access to financial institutions, and marketing agricultural products.

Conclusion

The implementation of the millennial farmer development policy in Bogor Regency has been running. However, there are still several weaknesses and obstacles, including the understanding of agricultural extension workers at the implementation level, the limited budget due to the development of millennial farmers has not been entirely, limited facilities and infrastructure, cross-sectoral collaboration not being optimal, and limited ownership of agricultural land. Taking into account various weaknesses and obstacles in the implementation of the millennial farmer development policy, the steps that need to be taken by the Bogor district government, namely 1) Increase socialization about the millennial farmer development policy and the duties of agricultural extension workers in the policy; 2) Increase budget support so that millennial farmer development can be comprehensive; 3) Provide support for facilities and infrastructure for millennial farmers in the form of greenhouse development, smart farming tools and fertilizer fulfillment; 4) Optimization of cross-sectoral roles in fostering millennial farmers; and 5) Provide support and facilities related to land that millennial farmers can utilize.

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