

## Independent Farmer Card Program in the Perspective of Effectiveness Theory in Bojonegoro Regency

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**Abstract.** This study examines the effectiveness of the Independent Farmer Card Program (Kartu Petani Mandiri/KPM) implemented by the Food Security and Agriculture Office of Bojonegoro Regency as a policy innovation to address structural problems in the agricultural sector. Farmers in the region still face obstacles such as limited access to capital, technology, and market information, which hinder productivity and welfare. The KPM program was introduced to facilitate access to farming inputs, capital assistance, training, and support services. However, various implementation challenges remain, including delayed distribution of aid, limited human resource capacity, and uneven program outreach. Employing a qualitative descriptive method, data were collected through interviews, observations, and documentation to assess program effectiveness based on five key indicators: program understanding, target accuracy, timeliness, goal achievement, and real change. The findings indicate that while the KPM program has been effective in improving agricultural productivity and providing direct benefits such as fertilizer access and scholarships for farmers' children, its impact is not yet evenly distributed due to socialization and administrative barriers. Strengthening coordination among stakeholders, improving data accuracy, and enhancing the capacity of implementing actors are crucial for the program's sustainability and equity. This research provides practical insights into the implementation of targeted agricultural assistance in a decentralized governance context.

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### INTRODUCTION

The agricultural sector is one of the most important sectors in the Indonesian economy, particularly in terms of resource generation and job creation for the general population. Yet farmers are constantly faced with various challenges that hinder their productivity and security, such as limited access to production, finance, technology, and market information. This often leads to decreased productivity, unstable income (Anam & Soedarto, 2021). In overcoming these various challenges, the Bojonegoro Regency government launched a program which this program is specifically assistance for farmers who have terms and conditions, this program is the Independent Farmer Card (KPM) Program, which was issued in accordance with regulations of Law Number 19 of 2013 concerning Protection and Empowerment of Farmers, that to fulfill the rights and needs of citizens, the state organizes community protection and empowerment, especially farmers in a planned, directed, and suitable manner.

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This is the basis for the Bojonegoro Regency government in improving the welfare of farmers, as written in Regent Regulation Number 48 of 2018 concerning the Independent Farmer Program (PPM).

The Bojonegoro Regency Government launched an innovation in the form of the Independent Farmer Program as a form of overcoming the lack of access to development from the aspect of human resources and aspects of farm business development, where to get facilities from the Independent Farmer Program, farmers must have an Independent Farmer Card (KPM) (Abdurohim & Meirinawati, 2021). In addition, with this program, the Bojonegoro Regency government seeks to support the increase in farmer productivity in order to create farmer welfare and independence.

The Independent Farmer Card (Kartu Petani Mandiri/KPM) serves as both an identity marker and a means for family farmers to access agricultural support in accordance with applicable laws and regulations. It contains personal and farming group information such as the farmer's name, address, group name (POKTAN), family card (KK) number, and national identity number (NIK), and is a prerequisite for obtaining agricultural facilities. Based on Regent Regulation Number 48 of 2018 Article 6, KPM is granted to heads of farming households who are landowners or tenant farmers engaged in rice cultivation, and who submit required documents including a family card, identity card or residence certificate, land ownership certificate or a letter from the village head, and proof of land tax (PBB). Each card is limited to one household per address and may not be given to families who have already received similar government assistance in the same year.

Farmers who hold the Independent Farmer Card (KPM) receive several benefits, including access to in-kind capital assistance of up to IDR 10,000,000, prioritized support for farm business development, guaranteed purchase of agricultural products through partnerships with BUMDes and BUMD, and access to educational scholarships for their family members.

The implementation of the Independent Farmer Card (KPM) program involves several key stakeholders to ensure that its benefits reach farmers effectively. According to Bojonegoro Regent Regulation Number 60 of 2020, the Food Security and Agriculture Office of Bojonegoro Regency plays a central role by providing in-kind capital assistance such as fertilizers, seeds, and agricultural infrastructure, as well as offering training to improve farmers' understanding of the KPM and the broader Independent Farmer Program (PPM). The office is also responsible for delivering crop failure insurance and holds a dominant position due to its alignment with the core tasks of the program. Additionally, GAPOKTAN (Farmer Group Association) and the heads of farmer groups serve as intermediaries for disseminating information and coordinating program participation among farmers.

The following is data on the number of recipients of the Independent Farmer Card each year from 2019 to 2022 in Bojonegoro Regency:

Table 1. Number of Independent Farmer Card Recipients in Bojonegoro Regency

NO	TAHUN	JUMLAH PENERIMA KPM
1.	2019	19.966
2.	2020	50.967
3.	2021	63.272
4.	2022	48.024
	<b>TOTAL</b>	<b>182.229</b>

Source: Food Security and Agriculture Office of Bojonegoro Regency, 2025

Based on this data, 182,229 KPM recipients were recorded until 2022, but the number of KPM recipients fluctuates every year, which is partly due to a lack of public understanding of the program, obstacles in the registration process, misdirected, delays in card distribution, and technical and infrastructure obstacles. Nevertheless, farmer group leaders continue to strive for data collection and assistance so that the benefits of the program can be felt more widely by eligible farmers.

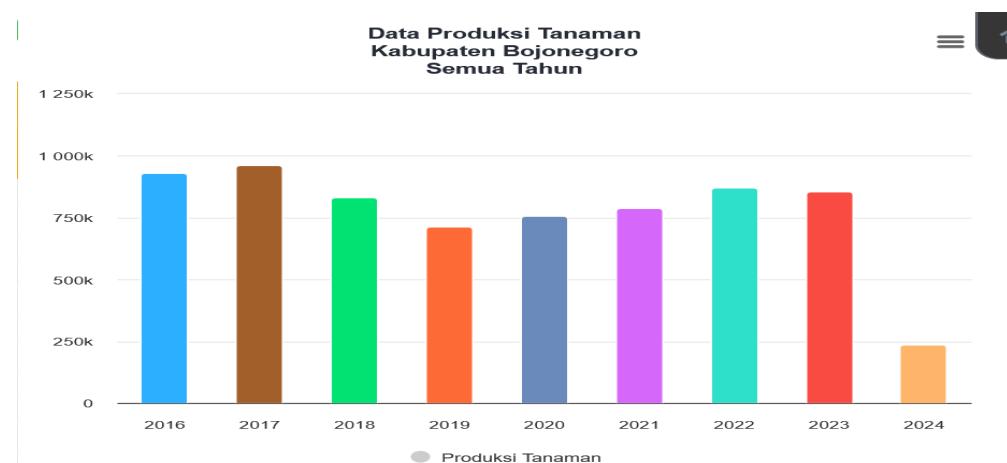


Figure 1. Agriculture Pruduction Data  
Source: SatuData Bojonegoro

Based on data on agricultural production in Bojonegoro Regency from 2016 to 2024, it shows an up-and-down trend, indicating that efforts to increase productivity still face challenges. Evaluation of various studies shows that KPM ownership has a positive impact on productivity, production value, and production cost efficiency, as well as reaching farmers in a fairly large forest area in Bojonegoro. However, the effectiveness of the program still needs to be improved, especially in terms of socialization, data collection, and distribution of assistance, so that it is well-targeted and sustainable.

Based on research conducted by (Armant & Kurniawan, 2022) on the effectiveness of the independent farmer program in improving the welfare of farmer families in Beji Village, Kedewan District,

Bojonegoro Regency, it shows that the Independent Farmer Program (PPM) is effective for recipients of the Independent Farmer Card. This program helps reduce the burden on farming families in terms of purchasing fertilizer and children's school fees. However, several indicators are less effective due to limited staff in the fields of human resources and financing, so that complaints and input from farmers from various villages in Bojonegoro Regency cannot be accommodated directly. Furthermore, (Wahyuningsih, 2023) related to the effectiveness of the utilization of Farmer Card in the distribution of farmer fertilizers to improve welfare found that the distribution of subsidized fertilizers through the Farmer Card in Padakkalawa Village has not run following the objectives of the program. In addition, from the perspective of the basic values of Islamic Economics, the program is not entirely fair because the accuracy of the target use of the Farmer Card has not been achieved optimally, although this program is still considered a form of social responsibility and security. Research by (Abdurohim & Meirinawati, 2021), which examines the innovation of the Independent Farmer Card (KPM) Plus in improving the welfare of farmers in Bojonegoro Regency, shows that this program provides a significant solution for farmers in overcoming various agricultural problems. This program succeeded in eliminating farmers' fear of farming because of government assistance before and after the planting period. However, there are still some people who have not felt the benefits of the program. Furthermore, (Susilowati et al., 2023) examined the effectiveness of the Farmer Card program in empowering farmers in Tanggungharjo Village and found that this program was very effective. The supporting factor for the success of the program is good coordination between farmer groups and extension workers, while the inhibiting factor is the limited ability of farmers. In addition, (Kenci, 2022) examined the effect of farmers' level of knowledge and experience on the effectiveness of the Farmer Card program in the distribution of subsidized fertilizers in Wanogara Wetan Village, Rembang, Purbalingga, showing that the level of knowledge and experience of farmers has a positive effect on the effectiveness of the program, so that the higher the knowledge and experience of farmers, the more effective the distribution of subsidized fertilizers through the Farmer Card.

According to (Siagian, 2008), effectiveness is the conscious use of resources, facilities, and infrastructure in a certain amount to produce several goods or services. Effectiveness is related to the achievement of goals that have been set previously. As well as the Bojonegoro Regency government, through the Food Security and Agriculture Office, issued an independent farmer program and provided an Independent Farmer Card (KPM) to achieve the objectives and target accuracy of this program. This is in line with (Soetrisno, 2007), program effectiveness can be measured by the understanding of the program by the target, the accuracy of the target, the timeliness of implementation, the achievement of program objectives, and the real changes experienced by the target program. Thus, the KPM program can be said to be effective if there are real changes in increasing productivity in the agricultural sector,

as well as the accuracy of targeting in the implementation of this program. However, facts in the field show that some agricultural sectors have not benefited from the KPM program. Thus, researchers are interested in further research on the "Independent Farmer Card Program at the Bojonegoro Regency Food Security and Agriculture Office: Effectiveness Theory Perspective

## **METHODS**

This study uses a descriptive qualitative approach because it aims to explore in depth the effectiveness of the implementation of the Independent Farmer Card Program (KPM) in Bojonegoro Regency in its real context and social complexity (Creswell, 2016; Hayatul Khairul Rahmat et al., 2021). This approach was chosen because it is able to capture the experience, understanding, and dynamics of interaction between the implementers and beneficiaries of the program that cannot be explained quantitatively (Sugiyono, 2016).

The selection of informants is carried out purposively, taking into account their direct involvement and knowledge of the implementation of the program (Creswell, 2018; Hidayah & Singh, 2021; Yulianti, Dwi; Huda,Miftahul; Suhindarno, 2024). The informants consisted of Agricultural Extension Officers of the Bojonegoro Regency Food and Agriculture Security Service (DKPP), the Chairman of the Dander Village Subur Farmers Group, farmers who received KPM, and people who have not received KPM assistance. This strategy is used to obtain relevant, in-depth, and contextual information.

Data collection was carried out through semi-structured interviews, field observations, and documentation. This technique allows researchers to explore issues openly and flexibly according to the response of the speakers. The data sources used include primary data (results of interviews and direct observations) and secondary data (documents, archives, and official reports).

Data analysis was carried out using interactive analysis techniques that included three stages: data reduction to filter important information; presentation of data in the form of narratives and tables to facilitate interpretation; and gradual drawing of conclusions with verification during the research process (Miles et al., 2014). The focus of the analysis is directed at five indicators of program effectiveness, namely program understanding, accuracy of targets, timeliness of implementation, achievement of goals, and real changes felt by farmers.

## **RESULTS AND DISCUSSION**

### **The Understanding of the Program by The Target**

To find out the extent to which KPM users understand the program, the researcher interviewed with a Junior Expert Agricultural Extension Officer at the Bojonegoro Regency Food Security and Agriculture Office as follows:

"to find out about this program from the Bojonegoro district government, and we from the agriculture office are indeed the ones responsible for the implementation of this program, so that it runs according to the provisions of the basic law, and related information regarding understanding of this program by farmers, we inform through social media, however, most farmers who do not know the technology still do not understand, but besides that we also conduct socialization, where this socialization is carried out directly with farmers, there is also socialization carried out at agricultural extension, where agricultural extension in this guidance is carried out by agricultural field supervisor (PPL) colleagues directly with farmer groups and farmers carried out in each local area."

In addition, farmer group members also said that, "to find out about this program, we get information from the agriculture office by holding socialization with PPLs at BPP." Then from the KPM user community revealed that, "we did follow this program, we found out about this program from social media, for further information we found out from the socialization that was held."

Based on the results of the interviews above, it can be concluded that the agency, farmer groups and the community already have a good understanding of the program, but there are still obstacles where there are some KPM users who do not understand the program due to limited human resources (HR). This is in line with previous research (Armant & Kurniawan, 2022), that there are still KPM users who do not understand the program.

### **The Accuracy of the Target**

To measure whether the KPM program has been right on target, the researcher interviewed with the Junior Expert Agricultural Extension Officer of DKPP Bojonegoro Regency, as follows:

"yes, it is right on target, because there are criteria that have been determined and stated in the Regent Regulation No. 48 of 2018, which in these criteria are farmers who are members of farmer groups or KPM owners and have no more than 2 hectares of land." This is in line with the Head of POKTAN who said that, "it is very targeted, because the residents who get it are all residents who participate in this independent farmer card program and are registered as members of farmer groups." In addition, the KPM user community also said that, "this program is indeed right on target and helps, especially in the agricultural sector. We are also grateful for this program from the Bojonegoro Regency government."

Based on the results of these interviews, it can be concluded that the Independent Farmer Card (KPM) program is well realized and right on target, where the criteria for farmers who get the card are farmers who own land or work on land no more than 2 hectares and are members of farmer groups.

### **The Timeliness of Implementation**

Timeliness is measured by seeing whether the implementation of the program runs according to the specified time. The Young Expert Agricultural Extension Worker of DKPP Bojonegoro Regency

said as explained below:

"in this program we are already scheduled and the time is adjusted from the farmer groups where they understand during the planting period they do, through the farmer groups who submit proposals as a condition for the distribution of the assistance grant, and we from the agriculture will verify and process the proposal, usually proposed before 1-2 months of the farmer's planting period, even though the proposal is proposed because each farmer has different human resources, some of them are also not on time in the proposal for the distribution of the assistance grant."

On the other hand, members of the farmer group said that, "in my opinion this program is on time, at that time 2021 was very timely, but at the end of 2023 towards 2024 yesterday we had taken care of the administration and so on, but the assistance grant had not yet been disbursed, we also do not know what the obstacles and reasons are because at that time we were only informed through BPP that the assistance grant had not yet been disbursed."

This is in line with what was conveyed by the KPM beneficiary community, following the results of the interview:

"Because I am a KPM beneficiary as a member, of course following the head of the farmer group, I think it is not timely, so when I need it but it has not been distributed, so I have to wait for assistance by using alternative natural fertilizers. If I have funds, I also buy subsidized fertilizer."

Based on the results of the interviews above, researchers can conclude that the mechanism of the Independent Farmer Card (KPM) program has been structured in accordance with the planting period schedule. However, there are still administrative constraints and differences in human resource capacity that cause the distribution of grants not to always be on time, which has an impact on beneficiaries in meeting their agricultural production needs. This suggests the need for improved coordination and assistance to overcome this problem.

### **The Achievement of Program Objectives**

Following Regent Regulation No. 48/2018, the purpose of the KPM program is to assist farmers in increasing agricultural productivity. The following are the results of an interview with a Young Expert Agricultural Extension Worker at DKPP Bojonegoro Regency:

"So far, from year to year, this program has been effective and achieved its goals, because we have targets each year, and we also provide guidance from the beginning of the process, from the independent farmer card until it becomes assistance that can be distributed."

This is in line with the opinion of the Head of POKTAN who explained that, "this program aims at farmers who have a middle to lower economy, if from the achievement of the objectives of this program it has been achieved, with the existence of this program which has benefits not only for

agriculture but also for education, for those of us who have children who want to go to college are also helped by this independent farmer card program."

Furthermore, the KPM user community also added: "This program has achieved its objectives. I, as a KPM user, have felt the benefits, both in the needs of farmers and getting scholarships for my children."

Based on the results of the interviews above, it can be seen that the implementation of the Independent Farmer Card (KPM) program is able to achieve its objectives, both to meet the needs of farmers in increasing agricultural productivity and to provide college scholarships for children who come from farming families.

### **The Real Changer Experienced by The Target Program**

The Bojonegoro Regency DKPP Young Expert Agricultural Extension Officer said that, "this program forms a real change, we from the agriculture office as the person in charge of monitoring and evaluating this program, the independent farmer card program assistance grant must be given, because seeing fertilizer is also scarce at a fairly expensive price. With this independent farmer card program, it can help KPM users, there are 212,076 with 576 in 2021 KPM recipients."

In addition, the Head of POKTAN said that, "the real change in this program is very helpful with the basis of the regulations of the Law stipulated as an increase in agricultural productivity, I represent the members of the farmer group to thank the Bojonegoro Regency government, hopefully this program can be sustainable." KPM users argue that:

"The real change that I get in the independent farmer card users, can get fertilizer assistance more easily."

In addition, researchers conducted interviews with non-KPM users who expressed their opinions about the KPM program. The following are the results of the interview;

"... I have not yet participated in the independent farmer card program because I do not understand the benefits, but I have heard from KPM users that this KPM program has benefited users, some have even been able to get scholarships to college with this program, hopefully this program can continue so that I can also participate when my child goes to college."

Thus, it can be concluded that the Kartu Petani Mandiri (KPM) program in Bojonegoro District has succeeded in bringing real changes in improving farmers' productivity and welfare through easy access to fertilizer and various additional benefits such as training and college scholarships. However, there are still challenges in socialization and understanding of the program that need to be overcome so that the benefits can be felt more widely. Sustainability and strengthening of the program are key to supporting more independent and competitive agriculture in the future.

## CONCLUSIONS

This study aims to evaluate the effectiveness of the Independent Farmer Card Program (KPM) in Bojonegoro Regency from the perspective of implementation by the Food Security and Agriculture Service. The results of the study show that in general, this program has been quite effective in improving the welfare and productivity of farmers, especially through the provision of production facilities, training, and access to scholarships. The program is considered right on target because it targets farmers with certain criteria in accordance with Regent Regulation Number 48 of 2018. Farmers' understanding of the program also tends to increase through socialization activities and the active role of field extension workers. However, the effectiveness of the program has not been optimal overall because there are still significant obstacles such as delays in the distribution of aid, limited human resource capacity in the administrative process, and lack of understanding of some farmers due to socialization and digital literacy constraints. Another important finding is that there is an uneven gap between the number of recipients and the distribution of program benefits, especially at the end of 2023 to the beginning of 2024. To increase the effectiveness and sustainability of the program, efforts are needed to improve the aspects of cross-party coordination, increase the capacity of implementing human resources, and a more accurate verification and data collection system. Thus, the program's goal of encouraging farmers' independence and welfare can be achieved more evenly and sustainably.

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