



Empowerment Strategy to Develop Tobacco Farmers in Probolinggo, East Java Indonesian

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Abstract. The purpose of this research is to analyze internal and external factors in tobacco farming, to determine empowerment strategies in improving the welfare of tobacco farmers in Probolinggo Regency. The analysis method used in this study is SWOT analysis. The results showed that the strategy of maximizing strength and opportunity is the main recommendation because it obtains the highest score. The empowerment carried out is human development, namely optimizing the role of farmer groups and optimizing land availability by increasing farmers' knowledge about tobacco farming. Efforts are to overcome the high cost of seeds with training to open nursery plots and process the harvest appropriately to increase the selling price of tobacco. Environment is carried out with a training program to make liquid organic fertilizer that is safe for the environment and to overcome the scarcity of subsidized chemical fertilizers. Institutional development is to optimize the role of farmer groups as farmer-owned institutions to establish communication with the government and other stakeholders.

Keywords: Empowerment · Strategy · Welfare · Farmers · Tobacco

1 Introduction

As an agricultural country, Indonesia is recorded to be one of the producers of agricultural products which has been a buffer for food availability not only for the population of the country but also for surrounding countries. One of the best agricultural products produced by Indonesian farmers is the tobacco plant. Tobacco (*Nicotiana Tabacum*) is one of the important trading commodities in the world. In some regions in Indonesia, tobacco is a leading commodity. This is because the local tobacco produced by tobacco farmers in Indonesia is known to have high quality. Even the Indonesian type of tobacco is the most preferred commodity in the international tobacco market [1].

The tobacco business industry still has an important role in driving the regional economy, especially in tobacco-producing centers. Its existence is not only in an effort to grow related industries, namely as a provision of business fields and employment, but also as an effort to improve the welfare of tobacco farmers themselves. One of the largest

and best tobacco producing areas in East Java is Probolinggo Regency which currently has a tobacco area of 9,703.50 Hectare. This is supported by the determination from the Indonesian Tobacco Farmers Association (APTI) of Probolinggo Regency regarding 7 districts that are tobacco centers including: Kraksaan, Krejengan, Besuk, Kotaanyar, Paiton, Pakuniran and Gading (Bromo, 2020). Even for 2022, Probolinggo Regency is developing 2 more districts as producers of local tobacco centers, namely Pajarakan and Maron. This development is needed because from year to year tobacco planting land in the previous 7 (seven) districts is shrinking. Therefore, this year the Food and Agriculture Security Service (DKPP) of Probolinggo Regency added two sub-districts that are tobacco producers [2].

Actually, empirically, the economic conditions of tobacco farmers in several tobacco-producing regions in Indonesia are not good enough. Some studies have shown that those who belong to the wealthy category in tobacco production areas are not farmers, but traders or middlemen who are easier to connect directly to cigarette warehouses or factories. This can be seen from several research results that tobacco farmers are included in the category of farmers who are not yet prosperous [3].

On the official website of YLKI, it was revealed that the results of research by the Institute of Demography–FE UI in collaboration with the Tobacco Control Support Center (TCSC) in 2008 stated that the situation of tobacco farmers was not as prosperous as perceived so far. Another study conducted in 2011 in Temanggung by LP3M UMM revealed that tobacco farmers have abundant material only when harvesting tobacco. After the harvest period has passed, it turns out that the farmer returns to the initial condition or is no longer abundant in material. Sudibyo Markus in his book “Tobacco Farmers in Indonesia: A Paradox of Life” says “They are in a limited condition, both in land ownership, business capital, knowledge and cultivation techniques. This kind of situation is prone to be taken advantage of by financiers consisting of several large companies. They encouraged the birth of monopsony or oligopsoni practices in the tobacco industry.” In such a situation, tobacco farmers can only accept the price set by the factory with mediocre profits. Another option is to hold their tobacco, but it may actually come at the risk of something else that may be worse, such as the tobacco not selling. In fact, tobacco farmers must also immediately earn money to support their families [4].

The development goals carried out by the Government of Indonesia are basically to realize social justice for all Indonesians, including facilitating welfare for tobacco farmers. Various problems that entangle tobacco farmers such as the weak bargaining position of tobacco farmers towards the tobacco business, high risks during the planting period due to weather, the presence of competitors from other regions and the scarcity of fertilizers and the high price of seeds, require the government to step in to provide protection and empowerment for them. This is also in accordance with the mandate of Law No. 19 of 2013 concerning The Protection and Empowerment of Farmers. Empowerment itself is a new paradigm in development that places the target of empowerment not only as an object but as a subject. So that empowerment programs are always bottom-up and open top-down like previous development programs. With empowerment, it is hoped that the development process will run more effectively and provide optimal results. This is because empowerment is a development program that involves the active participation

of the community both in access and in control of the development program itself. Therefore, this paper will analyze the position of tobacco farmers in Probolinggo Regency using a SWOT analysis, so that the right strategy can be determined in an effort to empower tobacco farmers in Probolinggo Regency [5].

The purpose of this research is to analyze internal and external factors in tobacco farming, to determine empowerment strategies in improving the welfare of tobacco farmers in Kabupaten Probolinggo [6].

2 Research Methods

Location determination using a deliberate method with the consideration that Probolinggo district is one of the best tobacco producers in East Java Province [7]. The respondents in this research were tobacco farmers, heads of farmer groups, local governments in this case the agriculture and plantation offices. For the determination of farmer respondents, a random method was used, while for the respondent of farmer groups and the local government of Probolinggo district with the deliberate method [8]. The number of respondents to tobacco farmers was 60 people, the head of the farmer group was 4 people and the district government was 3 people consisting of the head of the Dinas and 2 agricultural extension workers. The types of data in this study are qualitative and quantitative data in the form of secondary data and primary data [9]. Secondary data is obtained from books published by the Government of Probolinggo upaten district, journals and kabat letters or online media using the recording method [10]. Meanwhile, primary data were obtained through interview methods with parties related to this study. The analysis method uses SWOT analysis by analyzing internal and external factors to determine strategies and as recommendations to determine empowerment programs for tobacco farmers in Probolinggo Regency [11].

3 Results and Discussion

3.1 Economic Conditions of Tobacco Farmers

Data shows that in 2021 there was a shrinkage of tobacco plantation land in Probolinggo Regency even though the percentage of tobacco land is still the largest compared to other plantation commodities, namely 52.81%. From interviews with respondents, this decline was due to the reluctance of farmers to grow tobacco and due to land conversion. These two things are due to the absence of guarantees that growing tobacco will make their lives prosperous. This is reinforced by the conclusion of the 2021 Probolinggo Regency Tobacco Farmer Socioeconomic Condition Study that the 2021 Probolinggo Regency tobacco farmers' deposits in 7 districts, namely Krejengan, Pakuniran, Kraksaan, Pajarakan, Kotaanyar, Besuk and Paiton Districts, are still unstable [12].

The results of interviews with tobacco farmers from Paiton District explained that this year there are plans to grow tobacco as many as 7,000 (seven thousand) sticks. But because the price of tobacco seeds soared, from Rp. 45,000 to Rp. 100,000 per 1,000 seed sticks, the plan was finally canceled. It is also considered labile weather. It is feared that the rains that are still falling in June and early July 2022 will decompose newly

Table 1. IFE Matrix (Strengths/S and Weaknesses/W)

No	Internal Factors	Weight	Rating	Shoes
Power (S)				
1	Land Availability	0,12	5	0,60
2	The Existence of Farmer Groups	0,12	5	0,60
3	HR is quite a lot	0,04	3	0,12
4	Good Tobacco Quality	0,08	3	0,24
5	Infrastructure and Facilities	0,08	4	0,32
6	The Tradition of Growing Tobacco	0,08	3	0,24
Strength Score				2,12
Weakness (W)				
1	Lack of Capital	0,08	2	0,16
2	Business Management None	0,04	2,5	0,10
3	It's Hard to Get Fertilizer	0,12	2	0,24
4	Expensive Seed Price	0,12	2	0,24
5	Product Quality Depending on the Weather	0,12	2	0,24
Weakness Score				0,98
Total Score = (3,1)				

planted tobacco seedlings. Meanwhile, tobacco farmers also said that the scarcity of fertilizer makes farmers reluctant to grow tobacco because it is feared that the quality of tobacco leaf yields will decrease, making them lose money. The decrease in land area and reluctance to grow tobacco certainly has an impact on tobacco production in Probolinggo Regency which has decreased, from 20,044.36 tons in 2020 to 12,404.50 tons in 2021, resulting in an increase in income and welfare of tobacco farmers [13] (Tables 1, 2, 3 and 4).

Based on the results of the SWOT quantitative calculation by analyzing internal environmental factors (strengths and weaknesses) and external environmental factors (opportunities and threats) carried out on tobacco farmers in Probolinggo Regency, the right strategy is the SO which has the highest value of 4.51, namely by using strengths and utilizing opportunities to increase the productivity of tobacco businesses but still paying attention to other strategies (W-O, S-T and W-T) [14].

3.2 Empowerment Efforts Through Implementation of SWOT Strategy

Human Development Through Education and Training as well as Counseling and Assistance Human beings are the goal of development for the sake of creating welfare and improving the quality of life. In the SWOT Strategy, human variables become a force for tobacco farming in Probolinggo Regency [15]. In addition to the large number of farmers, the tradition of growing tobacco is a strength because psychologically growing

Table 2. EFE Matrix (Opportunity/O and Threat/T)

No	External Factors	Weight	Rating	Shoes
Opportunity (O)				
1	Market Availability	0,2	5	1
2	Existence of Guidance and Training from Local Governments	0,2	5	1
3	Trust in the quality of Local Tobacco	0.13	3	0,39
Opportunity Score				2,39
Threat (T)				
1	Other job opportunities	0,13	2	0,26
2	Land Use Change	0,2	2.5	0,5
3	Competitors from other regions	0,07	1	0,07
4	Peregulation	0,07	1	0,07
Threat Score				0,9
Total Score = (3,29)				

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tobacco is a prestige so that it is maintained. This capital makes it easier for the Probolinggo Regency Government to carry out guidance and guidance in developing tobacco farming businesses [16].

The provision of PPL to provide training on tobacco farming technology and all matters aimed at increasing productivity and improving the quality of tobacco crops has been implemented by the Probolinggo Regency Government. However, due to limited places and PPL personnel, this program has not been optimally reached all tobacco farmers in Probolinggo Regency [17].

Business Development Through Plots of Treasury and Processing of Crops. The SO strategy recommends optimizing land availability by using the best seeds to obtain maximum yields. The high price of seeds prompted the Probolinggo Regency Government to roll out a nursery training program by establishing a nursery plot to make it easier for tobacco farmers to get quality seeds. In addition, farmers also receive training in processing crops so that the tobacco produced is in accordance with the standards needed by cigarette manufacturers. Thus farmers can enjoy the proceeds of selling tobacco at high prices [18].

Community Development Through Control and Handling of Pests and the Use of Liquid Organic Fertilizers. Since the introduction of sustainable development, environmental issues have become one of the most important issues. The problem that arises is the destruction of land due to excessive chemical fertilizers and pesticides. This is a weakness of farmers so it must be overcome immediately. The scarcity of subsidized chemical fertilizers is also still a complaint of farmers [19]. Therefore, the Probolinggo Regency Government issued a training program on controlling pests and making organic liquid fertilizers to overcome the scarcity of chemical fertilizers. However, this effort has not been maximized because not all farmers have received training. The training

Table 3. Formula Analysis SWOT

EFAS	IFAS	
	<p>Power(S)</p> <ol style="list-style-type: none"> 1. Land Availability 2. Ada Kelomok Now 3. HR a lot 4. Good tobacco quality 5. Infrastructure and facilities 6. Tradition 	<p>Weakness (W)</p> <p>Lack of Capital</p> <p>None Business Management</p> <p>Difficult to Get Subsidized Chemical Fertilizers</p> <p>Expensive seedlings</p> <p>Product Quality Depending on the Weather</p>
<p>Opportunity (O)</p> <ol style="list-style-type: none"> 1. Market Availability 2. There is Coaching and Training from the Government 3. Trust in the Quality of Local Tobacco 	<p>S-O</p> <ol style="list-style-type: none"> 1. Land optimization to increase productivity 2. Optimizing the performance of farmer groups in accessing information related to mentoring and coaching from the government, marketing products related to prices. 3. Utilizing tobacco infrastructure and facilities and quality in market development efforts 	<p>W-O</p> <ol style="list-style-type: none"> 1. Participate in coaching and training from the local government for seed cultivation. 2. Development of organic fertilizers and releasing dependence on chemical fertilizers to improve tobacco quality 3. Market optimization with quality products
<p>Threat (T)</p> <ol style="list-style-type: none"> 1. Other Sector Job Opportunities 2. Land Use Change 3. Competitors from Other Regions 4. Government Regulation 	<p>S-T</p> <ol style="list-style-type: none"> 1. Optimizing land availability with farming technology to increase productivity 2. Optimization of the function of Kelomok Tani towards independent farmers 	<p>W-T</p> <ol style="list-style-type: none"> 1. Improving the quality of human resources in the field of agricultural science and technology and entrepreneurial mental education and supported by the use of the role of the government and increasing business capital and increasing farm business capital, farmers will be able to overcome economic crises and natural disasters 2. Getting around climate change that results in a decrease in tobacco quality can be done by mastering post-harvest technology.

conducted in the capital made it difficult for farmers whose homes were very far from the district capital. So that only some farmers get the training [20].

Table 4. Quantitative Matrix SWOT

EFAS	IFAS	
	Power (S) 2,12	Weakness (W) 0,98
Odds (O) (2,39)	SO SO Strategy; Using force to seize opportunities = 4.51	WO strategy; minimizing the downside to take advantage of opportunities = 3.37
Threat (T) (0,9)	ST Strategy; Using force to overcome threats = 3.02	WT Strategy; minimize weaknesses to avoid threats = 1.88

Institutional Development through the Establishment and Strengthening of Farmer Groups and Indonesian Tobacco Farmers Associations. In accordance with the recommendations of the S-O strategy, institutional development can be pursued through strengthening farmer groups with guidance and supervision from local governments [21]. The number of farmer groups from tobacco farmers in Probolinggo Regency is 320 farmer groups. This large enough amount must be managed optimally in order to benefit all farmers [22]. The activities that have been carried out are by providing assistance with production facilities and infrastructure, such as chopper machines and Cash Direct Assistance (BLT) from DBHCHT funds received by the Probolinggo Regency Government. Every government program is carried out accompanied by monitoring and evaluation. This is to keep the assistance on target and not only enjoyed by farmers in this case the management of farmer groups. So that the hope of realizing independent farmers is soon achieved as a whole [23].

4 Conclusion

The strategy for improving the welfare of tobacco farmers in Probolinggo district is to maximize strength and opportunity is the main recommendation because it obtains the highest score. The empowerment that must be done is, Human development, namely optimizing the role of farmer groups and optimizing land availability by increasing farmers' knowledge about tobacco farming. Bina efforts are to overcome the high cost of seeds with training to open nursery plots and process the harvest appropriately to increase the selling price of tobacco. Bina environment is carried out with a training program to make liquid organic fertilizer that is safe for the environment and to overcome the scarcity of subsidized chemical fertilizers. Bina institutional by optimizing the role of farmer groups as farmer-owned institutions to establish communication with the government and other stakeholders.

Empowerment with the implementation of the SWOT strategy actually already exists in the programs of the Probolinggo Regency Agriculture Office. However, there are still some obstacles, namely the non-optimal role of farmer groups, which are the strengths of tobacco farmers. Land use has not been optimal because of the non-optimal use of technology in tobacco farming. A large number of farmers is not accompanied by a sufficient level of knowledge. They only rely on hereditary traditions in developing tobacco farming. So that the Government must consistently carry out coaching, guidance and training and periodically monitor and evaluate all empowerment programs.

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