

The Effectiveness of the Farmer Card Program in the Distribution of Subsidized Fertilizers at the Agricultural Office

Wanti Alvini Pamungkas¹, Dine Meigawati², Andi Mulyadi³

^{1,2,3}Ilmu Administrasi Publik, Universitas Muhammadiyah Sukabumi

Email : ¹wantialvinipamungkas@ummi.ac.id, ²dinemeigawati@ummi.ac.id, ³andimulyadi@ummi.ac.id

ABSTRACT

The Farmer Card Program is one of the government's efforts to maintain the distribution of subsidized fertilizers to be more effective and efficient. The purpose of this study is to discuss the effectiveness of the Farmer Card Program in the distribution of subsidized fertilizers in Jampangkulon District, Sukabumi Regency. Problems identified related to the program include uneven distribution of subsidized fertilizers because there are still many farmers who do not get subsidized fertilizer balances, then farmers complain that they do not understand how to apply the Farmer Card, and finally EDC machines that often error so that they can hinder transactions. The theory used to measure the effectiveness of the Farmer Card Program is using the theory proposed by Duncan (1973), namely goal achievement, integrity, and adaptation. The methods used in this study are qualitative methods with a descriptive approach, as well as data collection through observation, interviews and documentation. Source triangulation and triangulation techniques are used as data validation efforts. The results in this study show that the Farmer Card Program has not been running effectively, in fact, the presence of the program leaves problems for some farmers because of the obstacles that occur that make farmers feel complicated in using the Farmer Card, especially the problem of EDC machines as a means of fertilizer redemption transactions often errors due to the unstable network in Jampangkulon District. To overcome this, the government continues to maintain credibility, transparency and responsibility in the process of distributing subsidized fertilizers to farmers with the right 6 principles (right amount, type, time, place, quality and price).

Keywords: Effectiveness, Farmer Card Program, Subsidized Fertilizer Distribution

INTRODUCTION

Policy has a variety of definitions, which are often associated with the terms goals, programs, decisions, laws, provisions, proposals, and grand plans (Scenarios, 2020; Waters, 2013). Among the public, policy is often interpreted as a rule or rule. While another statement about public policy that the results of intensive interaction between policy-making actors are based on phenomena that must be found solutions. Not only that, public policy often also includes community participation to produce the best decisions. But not infrequently policies are the result of closed "works". The policy occurs in an undemocratic political context so that decisions are very *top-down* (Andriess et al., 2022). In this case, considering that the agricultural sector has many important roles in developing the Indonesian economy, one of which is improving the regional economy. The agricultural sector functions as a food provider for community food security, in addition to being an instrument of poverty alleviation, a provider of employment, and a source of income for the community. With this, the government must be able to improve, develop and pay attention to the agricultural sector. One form of attention needed by farmers is

to make important regulations or policies including the availability of fertilizers, especially for farmers in rural areas.

Indonesia is one of the countries that has a fairly high agricultural potential, almost all regions of Indonesia have a fairly large amount of agricultural land. Given that Indonesia is an agricultural country that benefits mostly in the agricultural sector, various kinds of crops can be grown in Indonesia, making several commodities in Indonesia the largest producers. Abundant natural resources include water resources, land resources, forest resources, marine resources, and biodiversity contained therein and widely distributed on every island in Indonesia. The natural wealth owned can be a capital for the implementation of economic development for Indonesia (Nadziroh, 2020). Famous as an agricultural country, Indonesia has a population where most of the work is farmers, currently the number of farmers in Indonesia reaches 38 million people, with 70% of them are farmers aged 40-45 years (H. Liu et al., 2021).

Jampangkulon District, Sukabumi Regency is one of the rural areas where the main livelihood for the people there is farmers. This is of course about fertilizer being one of the important things to maintain the commodity. Fertilizer is one of the many important parts in agricultural activities, with the presence of fertilizer-plants will grow well. However, currently the existence of fertilizer is still difficult to obtain in some regions, even though fertilizer itself is a very important aspect in agriculture. The difficulty of obtaining subsidized fertilizers is due to the high price of fertilizers sold in the market and will certainly have an impact on increasing agricultural costs. From this situation, the government took action by issuing a policy to distribute subsidized fertilizers (Riki et al., 2022)

One of the policies implemented to support Indonesian agriculture is the provision of subsidized fertilizers for farmers, the policy is stipulated and affirmed in Presidential Regulation Number 15 of 2011 concerning amendments to Presidential Regulation Number 77 of 2005 concerning the determination of subsidized fertilizers as goods under supervision, instruments are needed for the implementation, supervision, supply and distribution of subsidized fertilizers. The provisions for the implementation, supervision, procurement and distribution of subsidized fertilizers as mentioned above, have been regulated in the Regulation of the Minister of Trade Number 15/M-DAG/Per/4/2013 concerning the procurement and distribution of subsidized fertilizers for the agricultural sector, where all related parties are expected to supervise in accordance with their authority. As an effort to overcome the problem of uneven distribution of subsidized fertilizers, it is necessary to formulate policies for planning fertilizer needs, managing fertilizer distribution management, to supervision to meet criteria 6 right, namely on time, right price, right quality, right amount, right type, and right place. Based on this policy, the government hopes that subsidized fertilizers can be reached by all farmers, especially middle and lower farmers. The highest retail prices (HET) of subsidized fertilizers for fiscal year 2020 are:

Table 1. Highest Retail Price (HET)

No	Types of fertilizers	Price / Kg
1.	Urea	2.250
2.	Sp-36	2.400
3.	ZA	1.700
4.	NPK	2.300
5.	Organic	13.000

Source: Complete Fertilizer Kiosk, 2022
 (Processed by researchers, 2022)

Based on the data above, in order to support Indonesian agriculture, the Ministry of Agriculture issued the Farmer Card Program in article 17 paragraph 2 of Minister of Agriculture Number 10 of 2020 concerning the Allocation and HET (Highest Ecerean Price) of Subsidized Fertilizers in the Agricultural Sector for Fiscal Year 2020. The Farmer Card Program as an effort to update government policies cannot be separated from technological developments in the current era which is considered effective and efficient in managing subsidized fertilizer distribution. Farmer Card is a transaction tool issued by banks to farmers to be used in subsidized fertilizer redemption transactions through EDC (*Electronic Data Capture*) machines at authorized retailers. The Farmer Card Program aims to prosper farmers as well as to help increase the quality production of agricultural products because through the Farmer Card farmers can buy subsidized fertilizers at affordable prices in accordance with rice fields.

This program is a direct program from the Ministry of Agriculture in collaboration with HIMBARA (Association of State Banks) consisting of Bank Mandiri (for West Java Province), BRI (for Central Java Province), BNI (for East Java Province), and BTN (for Banten Province). The farmer card program began to be tested in 2017-2018, in accordance with Minister of Agriculture Regulation Number 47/Permentan/SR.310/11/2018 concerning the allocation and highest retail price of subsidized fertilizers in the agricultural sector for fiscal year 2019 in article 13 paragraphs 2 and 3 it is stated that "subsidized distribution can be done with a Farmer Card, the application of subsidized fertilizer distribution by utilizing a farmer card is carried out in certain districts or cities as a trial" (Riki et al., 2022).

Furthermore, in 2017 it was applied to Java Island, namely, West Java Province, Banten Province, Central Java Province, East Java Province and Yogyakarta DI Province. Furthermore, in 2018-2019 the farmer card program was expanded to 10 provinces outside Java, namely Aceh, North Sumatra, West Sumatra, South Sumatra, Lampung, West Kalimantan, South Kalimantan, South Sulawesi, Bali, and West Nusa Tenggara. Then the Farmer Card Program was implemented and required throughout Indonesia in 2020 as a National Program until now (Gunawan & Pasaribu, 2020). There are several parties collaborating in the Farmer Card Program, namely farmers, Retail Kiosks, the Government, Banks and the Ministry of Agriculture. For farmers who want to make a Farmer Card, the condition is that farmers must first join the farmer group by submitting a NIK (Identity Number) to the head of the farmer group who has been registered with e-RDKK. If the data is valid, the Farmer Card can be printed by the Bank concerned. RDKK (Group Needs Definitive Plan) is a requirement and means for farmers to obtain subsidized fertilizers. Of course, RDKK is very important to apply for the needs of groups, production facilities, capital and farmers' self-funding.

Jampangkulon sub-district is one of the regions that applies farmer cards. With the presence of the Farmer Card in the distribution of subsidized fertilizers in Jampangkulon District, some people or farmers actually leave problems, the community or farmers assess that the implementation of the Farmer Card in the distribution of subsidized fertilizers has become complicated, one of which is because there are still farmers who do not understand how to use or utilize Farmer Cards. In addition, the uneven distribution of fertilizers is that there are still farmers who do not get subsidized fertilizer balances. Finally, the EDC (*Electronic Data Capture*) machine is often error, because the network / signal in Jampangkulon District is not yet stable. This results in the transaction process being hampered and delayed. Seeing such conditions is very unfortunate, even though the Farmer Card Program in 2021 has been predicted to run effectively by the Ministry of the Republic of Indonesia.

The purpose of this study was to determine how effective the Farmer Card Program is in the distribution of subsidized fertilizers in the Agriculture Office, the work unit of the Agricultural Extension Center (BPP) Jampangkulon District. In this case the researcher conducts an analysis of the ongoing program policies. To determine the success rate of a program, researchers can measure using the theory proposed by Chaves & Oliveira (2004), namely goal achievement, integrity, and adaptation. The results of the policy analysis of the Farmer Card Program will be presented according to the phenomena that occur with the situation and conditions in the field. In order for the information obtained to describe naturally, researchers use the descriptive quality method. There are advantages and disadvantages in this study will be presented by researchers as information material about the Farmer Card Program and the information can be a reference to related parties, especially for the Agricultural Office, Work Unit of the Agricultural Welfare Center (BPP) Jampangkulon District.

METHOD

This research uses qualitative research methods with a descriptive qualitative approach. This approach is used to explore and understand the meaning in a group of people based on events and phenomena that occur in that group of people. Qualitative research methods are used to provide an overview and collect information, as well as to observe the nature of the problem in order to develop naturally according to conditions and situations in the field. The research focused on phenomena that occurred within the Agricultural Office of the Agricultural Extension Center (BPP) of Jampangkulon District, Sukabumi Regency. Program effectiveness is measured using indicators of effectiveness theory proposed by Duncan (1973) which include goal achievement, integrity and adaptability. *Purposive sampling* is used to select informants who have the necessary competencies and knowledge related to the research topic. The data collection process includes observation, interviews and documentation. While data validation is achieved through the use of triangulation techniques, specifically source triangulation and triangulation techniques. This technique aims to increase the credibility of the data obtained and support the formation of conclusions. Data analysis follows the approach suggested by Milles and Huberman (2014), which involves data reduction, data presentation and conclusion drawing or verification.

RESULTS AND DISCUSSION

The data presented in this discussion uses effectiveness indicators proposed by Duncan in measuring effectiveness in an organization or program, this is to measure the Farmer Card Program in Subsidized Fertilizer Distribution at BPP (Agricultural Extension Center) Jampangkulon District, Sukabumi Regency. Effectiveness in an organization or program can be assessed or measured on the extent to which activities in the program are carried out. The three indicators to measure effectiveness in an organization according to Duncan (1973) are as follows:

Goal Achievement

The purpose of the Farmer Card is to prosper farmers and help increase the quality production of agricultural products because through the Farmer Card farmers can buy subsidized fertilizers at affordable prices according to the cultivation of rice fields. The subsidized fertilizer policy has been regulated in the Presidential Regulation of the Republic of Indonesia

Number 15 of 2011 concerning amendments to Presidential Regulation Number 77 of 2005 concerning the determination of subsidized fertilizers as goods under supervision, so instruments are needed for the implementation, supervision, supply and distribution of subsidized fertilizers. The realization of the distribution, control and supervision of subsidized fertilizers to farmers who have the right to receive in accordance with principle 6 right (right amount, type, time, place, quality and price) as stated in the Regulation of the Minister of Trade Number 15/M-DAG/Per/4/2013 concerning the procurement and distribution of subsidized fertilizers for the agricultural sector, where all relevant parties are expected to supervise according to their authority.

From the results of research conducted at BPP Jampangkulon District, of course, regarding the indicators of achieving goals when viewed from the subsidized fertilizer policy, of course, it has not run smoothly because after the implementation of the Farmer Card Program in Jampangkulon District, some farmers who were targeted in the program complained that the redemption of subsidized fertilizers became complicated because they had to redeem fertilizers at KPL (Complete Fertilizer Kiosks) that had been determined. This resulted in the distance of the farmer's house to KPL quite far, so it requires a fairly high transportation cost. In addition, some farmers feel complicated because they do not get subsidized fertilizer balances, especially now that the subsidized fertilizer quota has dropped dramatically, resulting in farmers having to buy non-subsidized fertilizers at a fairly high price.

Based on the results of research (Nomita & Ramadhoni, 2022) regarding Farmer Cards in Subsidized Fertilizer Distribution in Banyumas Regency, Central Java Province, it is certainly relevant to the researcher's research that the implementation of the Farmer Card Program in the distribution of subsidized fertilizers is still not optimal because of the obstacles that occur, one of which is the distance of fertilizer kiosks far from farmers' homes, especially the remote location of farmers' houses resulting in requiring additional costs which is high enough for transportation. In addition, the limited availability of fertilizers makes farmers have to buy non-subsidized at a fairly high price.

Effectiveness is the relationship between the expected results and the results actually achieved, effectiveness is the relationship between output and goals where the greater the contribution of output to the achievement of goals, the more effective the organization, program or activity (Caicedo-Muñoz, 2019; Duquia et al., 2022; Engkus & Syamsir, 2021; Lempert, 2002; L. C. Liu, 2022; Ogunbayo et al., 2022). In addition, effectiveness can be interpreted as the main point in stating the success or failure of an organization in carrying out a program or activity to achieve predetermined goals and objectives. In other words, effectiveness is a comparison between results and what has been predetermined (Apriliani et al., 2021).

This when viewed from the main purpose of the Farmer Card Program, of course, has not been achieved effectively, especially since the use of farmers in utilizing the Farmer Card has decreased because the obstacles that occur make farmers reluctant to use the Farmer Card. This needs to be an evaluation for policy implementation so that the Farmer Card Program runs effectively according to predetermined objectives.

Integrity

Integrity is a measurement of the level of ability of an organization or program to conduct socialization, consensus development and communication with various other organizations. This integrity dimension is about socialization about the Farmer Card Program, whether policy

implementers in Jampangkulon District have carried out or implemented socialization to farmers as targets in the Farmer Card Program. Of course, the success of a Farmer Card Program is certainly determined by the intense socialization and guidance carried out by policy implementers to farmers.

From the results of research conducted at BPP Jampangkulon District, of course, regarding this Integrity indicator, the policy implementers of the Farmer Card Program have carried out socialization activities to retailers and farmers as targets in the program. Although the Katu Tani Program was launched in 2016, its implementation is still not optimal. These socialization activities are considered unplanned and not comprehensive, resulting in farmers who still do not understand about the Farmer Card. When viewed from farmers who already understand technology, of course, they already understand the use of Farmer Cards. Conversely, for farmers who are still limited in understanding technology, especially those over 40 years old, of course, this is an obstacle because of limited understanding of the Farmer Card, as a result there are still farmers who have not used it.

The results of another study from (Marindang:2022) concluded that the Farmer Card Program in the Distribution of subsidized fertilizers in Mapali District, Polewali Mandar Regency stated that the socialization or understanding given to farmers is not optimal because there are still farmers who do not understand the Farmer Card, especially for farmers over the age of 50 years. This is certainly very relevant to the researcher's research.

With these conditions, of course, it is necessary to reformulate the understanding to farmers. The provision of understanding must certainly be carried out continuously because farmers require a repeatable process (*iterative*) and require a period of time to understand the program. Of course, the use of the Farmer Card must be fully felt by farmers, especially for small farmers so that the Farmer Card Program runs effectively.

Adaptation

Adaptation is a process of adjustment to align an individual with changes that occur in his environment. Adaptation consists of several factors, namely increasing capabilities, facilities, and infrastructure. The Farmer Card as one of the technological innovations certainly requires time and process to adjust to the program. (Mardiasmo: 2017) suggests effectiveness is a measure of the success or failure of achieving goals in an organization. If an organization achieves its goals, it has run effectively. Effectiveness indicators describe the range of consequences and outcomes of program outputs in achieving program objectives. The greater the contribution of the output produced to the achievement of the specified goals or objectives, the more effective the work process of an organization. In this case, regarding the Farmer Card Program, of course, it must bring impacts and changes that occur in the environment, especially what researchers are conducting research, namely in Jampangkulon District.

From the results of research conducted at BPP Jampangkulon District regarding Adaptation indicators that policy implementers and fertilizer retailers have been able to adapt after the Farmer Card Program was held, but for farmers as targets in the Program they have not fully adapted, because there are still farmers who do not understand how to apply the Farmer Card. This certainly has not increased the ability and brought changes for farmers, especially for farmers who are over 40 years old and still limited in technological capabilities. The digital-based Farmer Card can certainly make it easier for kiosk owners because with the EDC (*Electronic Data Capture*) machine, the service becomes faster and the data collection for the report will be more accurate for each subsidized fertilizer transaction. Similarly, for farmers, the Farmer Card should

make it easier for farmers to redeem subsidized fertilizers, but the presence of Farmer Cards among some farmers actually leaves problems. The problem is, some people consider that the emergence of the Farmer Card actually makes farmers complicated because the obstacles that occur cause farmers to feel burdened by the program. The most crucial example of an obstacle is when farmers are about to redeem subsidized fertilizers, the EDC machine used as a means of transaction for subsidized fertilizer redemption often occurs errors because the supporting system (network or signal) in Jampangkulon District is still unstable, resulting in the transaction process being often constrained, so farmers have to wait until the transaction process is stable again.

Based on research (Riki et al., 2022) regarding the Farmer Card Program in the distribution of subsidized fertilizers in Pakisjaya District, Karawang Regency has similarities with the researcher's research, among them there are still farmers who have not used or utilized the Farmer Card due to lack of socialization and guidance from implementers for the management of the Farmer Card, the need for competent resources in the application of the Farmer Card, so that the application of the Farmer Card can went well. Then the EDC (*Electronic Data Capture*) machine used for subsidized fertilizer redemption transaction tools often errors so that the transaction process becomes hampered. Another problem is the facilities and infrastructure that still need to be improved, so that the distribution of Farmer Cards can be carried out optimally.

CONCLUSION

The subsidized fertilizer policy is regulated in the Presidential Regulation of the Republic of Indonesia Number 15 of 2011 concerning amendments to Presidential Regulation Number 77 of 2005 concerning the determination of subsidized fertilizers as goods under supervision, so instruments are needed for the implementation, supervision, supply and distribution of subsidized fertilizers. The realization of the distribution, control and supervision of subsidized fertilizers to farmers who have the right to receive in accordance with principle 6 right (right amount, type, time, place, quality and price) as stated in the Regulation of the Minister of Trade Number 15/M-DAG/Per/4/2013 concerning the procurement and distribution of subsidized fertilizers for the agricultural sector, where all relevant parties are expected to supervise according to their authority. Based on this policy, the main purpose of the Farmer Card Program is considered quite effective because some farmers feel helped by this program. However, some farmers who feel burdened by this program, among others, complain that the redemption of subsidized fertilizers is complicated because they have to redeem fertilizers at KPL (Complete Fertilizer Kiosk) that has been determined with a considerable distance from the farmer's house, so it requires a fairly high transportation cost. In addition, the distribution of subsidized fertilizers is uneven because there are still farmers who do not get subsidized fertilizer balances, especially now that the subsidized fertilizer quota has dropped dramatically, resulting in farmers having to buy non-subsidized fertilizers at a fairly high price.

The implementation of socialization from the policy implementers of the Farmer Card Program has carried out socialization activities to retailers and farmers, but the implementation is still ineffective, resulting in farmers who still do not understand about the Farmer Card. When viewed from farmers who already understand technology, of course, understanding the Farmer Card is optimal. Conversely, for farmers who are still limited in understanding technology, especially those over 40 years old, of course, this is an obstacle because of limited understanding of the Farmer Card. Of course, the implementation of socialization and guidance from the implementers of the Farmer Card Program is further improved and the need for an active role

from various policy implementers, the goal is that the Farmer Card Program runs optimally and effectively.

Regarding Adaptation is not optimal because not all can adjust, policy implementers and retailers have been able to adapt after the Farmer Card Program is held, but for farmers as targets in the Program they have not fully adapted, because there are still farmers who do not understand how to apply the Farmer Card. This certainly has not increased the ability and provided changes for farmers, especially for farmers who are over 40 years old and still limited in technological capabilities. The digital-based Farmer Card to facilitate subsidy fertilizer redemption transactions is precisely for farmers who do not fully understand causing problems plus EDC (*Electronic Data Capture*) *sesin* which often errors because the network or signal in Jampangkulon District is still unstable, resulting in the transaction process being often constrained. This is of course about facilities and infrastructure still needs to be improved, so that the distribution of Farmer Cards can be carried out optimally.

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