

EFFECTIVENESS OF SPECIAL EFFORTS (UPAYA KHUSUS OR UPSUS) POLICY TO INCREASE RICE PRODUCTION IN SIDOARJO

Muhammad Aris Syaifuddin, Jusuf Irianto, Eko Supeno
Universitas Airlangga
e-mail: marissyaifuddin@gmail.com

Received: 11 Februari 2020, Revised: 13 Februari 2020, Accepted: 12 March 2020

ABSTRACT

Sidoarjo Regency is a fertile agricultural area as a food granary, maintaining advanced agriculture to be food self-sufficiency. However, the area of technical rice fields and rice production in Sidoarjo Regency from 2015 to 2017 had decreased. This is a challenge for sustainability to achieve food security. Thus, the formulation of the problem in this study was regarding the factors causing the ineffectiveness of Special Efforts (in Indonesian Upaya Khusus, abbreviated as UPSUS) for increasing rice production in Sidoarjo Regency. This study is a descriptive study that employed a qualitative approach. Thus, the data were collected through in-depth interviews technique on the informants from the Sidoarjo Regency Agriculture and Food Security Office and the Head of Farmer Association who came from Tarik, Jabon, Sedati, and Waru sub-districts. The data then were analyzed using an interactive analysis of Miles and Huberman. The results of this study explain that the factors that support the implementation of UPSUS policy in Sidoarjo Regency included the availability of agricultural officers/ extension officers in the field for UPSUS assistance, the carrying capacity of government both at village and sub-district level to UPSUS program, farmer's association that had been formed well as one of the supporting factors, technical irrigation support in Sidoarjo, and the availability of facilities and infrastructure both in the form of assistance and in the form of supply such as seeds, agricultural machine, and pest poison.

Keywords: agriculture; policy effectiveness; special effort

INTRODUCTION

Population growth triggers the development of the food industry that makes food crop commodities become a primary role in meeting the needs of food, livestock, and domestic industry. Thus, Food crop commodities need to be prioritized in the formulation of national policies, especially in the agriculture sector. Demand for food commodities, especially rice, is always increasing along with the rate of population growth. On the other hand, the area of paddy fields and their quality tends to decrease due to land conversion. The strategic rice commodity has made the government issuing the Special Efforts (UPSUS) policy to encourage the realization of rice production. However, this effort requires a strategy, hard work, and support of agencies in the regions i.e. Provinces and/or Regencies are needed.

From 2015 to 2017, East Java province has the highest level of rice production compared to other provinces. Therefore, for three years in a row, East Java became a rice barn in Indonesia. Rice production in East Java province increased from 13,154,967 tons in 2015 to 13,633,701 tons in 2016. Unfortunately, the rice production in East Java province in 2017 decreased to 13,060,464 tons (Statistics Indonesia of East Java Province, 2018).

One of the regencies in East Java that has been implementing the Special Efforts (UPSUS) policy is Sidoarjo Regency since 2015. Sidoarjo Regency has the motto of “Sidoarjo Permai Bersih Hatinya” which stand for Pertanian Maju, Andalan Industri, Bersih, Rapi, Serasi, Hijau, Sehat, Indah, and Nyaman (Advanced Agriculture, Mainstay of Industry, Clean, Neat, Harmonious, Green, Healthy, Beautiful, and Comfortable). The slogan/motto means that Sidoarjo Regency is a fertile agricultural area as a food granary by maintaining advanced agriculture to be food self-sufficiency.

Rice and land production are the main irreplaceable factors in achieving sustainable rice self-sufficiency. Rice productions in Sidoarjo Regency were 2,285,1550.00 in 2015, 2,186,311.00 quintal in 2016, and 2,058,900.00 quintal in 2017. The data shows that rice production in Sidoarjo Regency in 2015, 2016, and 2017 had decreased production. Then the area of technical rice fields in the Sidoarjo Regency was 22,250.00 hectares in 2015, 21,852.00 hectares in 2016, and 21,690.00 hectares in 2017. The data indicates that the area of technical rice fields in the Sidoarjo Regency in 2015, 2016, and 2017 had decreased the area of technical rice fields (Statistics Indonesia of Sidoarjo Regency, 2018).

As a new national program, the implementation of the Special Efforts (UPSUS) program or policy in Sidoarjo Regency is interesting to investigate for the Special Efforts (UPSUS) have sustainable rice, corns, and soybeans self-sufficiency which following the slogan/ motto of Sidoarjo Regency namely “*Sidoarjo Permai Bersih Hatinya*” (Advanced Agriculture, Mainstay of Industry, Clean, Tidy, Green, Healthy, Beautiful, and Comfortable). It means Sidoarjo Regency is a fertile agricultural area as a food barn by maintaining advanced agriculture to be self-sufficient in food. The meaning of the slogan/motto of the Sidoarjo Regency seems contrary to reality since the area of technical rice fields and rice production in Sidoarjo Regency from 2015 to 2017 has decreased. This is a challenge for sustainability to achieve food security.

Based on the background described above, the formulation of the problem to be investigated was what factors are causing the ineffectiveness. Previous studies have focused on the success of special efforts programs related to the competency of the instructor and farmers' behavior. Meanwhile, this study focused more on the effectiveness of special efforts policy effectiveness

reviewed by five indicators of policy such as efficiency, adequacy, leveling, responsiveness, and accuracy. This study aims to determine the factors that led to the effectiveness of the Special Efforts (UPSUS) policy for increasing rice production in Sidoarjo Regency. Thus, this study was expected to provide appropriate input and advice for the Government of the Sidoarjo Regency in figuring the effectiveness of the Special Efforts (UPSUS) policy on increasing food production in Sidoarjo Regency.

REVIEW OF LITERATURES

Anderson defined public policy as a policy developed and arranged by organizations, officials, and the government (Anderson, 1979). The purposes of the statement regarding public policy are as follows:

- 1) Public policy is acts that have goals not as behavioral or unintentional actions;
- 2) Public policy consists of interrelated actions;
- 3) Public policy is related to something that is carried out by the government in certain fields;
- 4) Public policy might be positive in some form of action (step) made by the government in overcoming certain problems, and might be negative in which the government's decision not to do something;
- 5) Public policy in a positive sense is based on arranging (authoritative) legislation.

Public policy is simply interpreted by Thomas R. Dye as everything determined by the government to do or not do (Winarno, 2012). Ekowati (2009) argued that public policy has three implications as follows:

- 1) The policy takes the form of action determined by the government;
- 2) The policy is not only disclosed but is also applied in real terms;
- 3) The policy is always focused on the interests of the people.

Another perspective of public policy considers public policy as a decision that has a specific purpose in the form of a series of instructions and decision-making to the policy implementer that explains the objectives and how to achieve them. To conclude, public policy is an effort that has a specific purpose carried out by the government (Soebakti in Wibawa, 1994).

One of the public policies that became a breakthrough in the era of President Joko Widodo's administration in agriculture to realize the Special Efforts (UPSUS) Program for Rice Production Increase which is part of the national program for Special Efforts to Increase Rice, Corn, and Soybeans Production (UPSUS PAJALE) launched by the Ministry Agriculture in 2015 and is targeted to be achieved in 2017. With the support of the budget from the State Revenue and Expenditure Budget (APBN) through deconcentration and co-administration funds, the implementation of this national program is expected to be able to increase the rice production and to overcome the poverty problems faced by the country, especially poverty in rural areas (Krisnawati et.al, 2018). Simultaneously, several provinces in Indonesia have implemented the UPSUS PAJALE Program. The Center for Agricultural Research and Development attempted to implement superior seed technology and pajale development techniques as well as labor for production assistance (Safira, 2018).

The effectiveness of implementing the UPSUS policy has to be achieved, as Dunn (2003) argued that the effects associated with an alternative could obtain the desired/undesired output. Abdurahmat in Sondang (2008) stated that the effectiveness concerning the implementation of all the main tasks of achieving the goals, timeliness, and active participation of members, as well as the relationship between the objectives and stated results, visualize the degree of conformity between the stated objectives and the results achieved.

William N. Dunn (2003) mentioned several variables that might be used as an instrument to investigate the effectiveness of policies by combining various models, namely:

1. Efficiency

Effectiveness and efficiency are closely related. Thus, efficiency can be discussed as the optimal use of resources in realizing a goal. In other words, the efficiency will be realized if the use of resources is optimally pursued to realize a goal.

2. Adequacy

Adequacy means that the goals achieved have already been felt to fulfill a variety of things. Adequacy is related to effectiveness by looking at or predicting how far alternatives can satisfy the needs, values, or opportunities in solving problems that occur.

3. Equality

Equality in public policy means that justice is given and obtained by public policy targets. A particular program may be effective, efficient, and sufficient if the costs are equitable. The key to equality is fairness.

4. Responsiveness

Responsiveness in public policy is a response given from the implementation of public policy.

5. Accuracy

Accuracy leads to goals that are based on the assumptions and values of the policy objectives.

Some previous studies that examined the effectiveness of policies are the studies conducted by Adelia (2014), Ardianto et al. (2016), (Busyra (2016), Wijaya (2018), and Saputra (2018). Adelia's study (2014) focused more on subsidized fertilizer policies while the study of Ardianto et al. (2016) focused more on rice cultivation techniques to increase rice production. Furthermore, the study on UPSUS policy was examined by Busyra (2016) and Wijaya (2018). However, Busyra's study (2016) was focused more on the impact of the UPSUS Program on the economy. Meanwhile, Wijaya's stud (2018) focused more on the success of special effort programs related to the competency of the instructor and farmers' behavior. Another study by Saputra (2018) focused on whether or not the PAJALE Program targets were met seen from rice productivity. Compared with previous studies, this study focused more on evaluating the effectiveness of UPSUS Policies in increasing rice productivity.

Based on some of the above descriptions, the conceptual framework in this study was as follows:

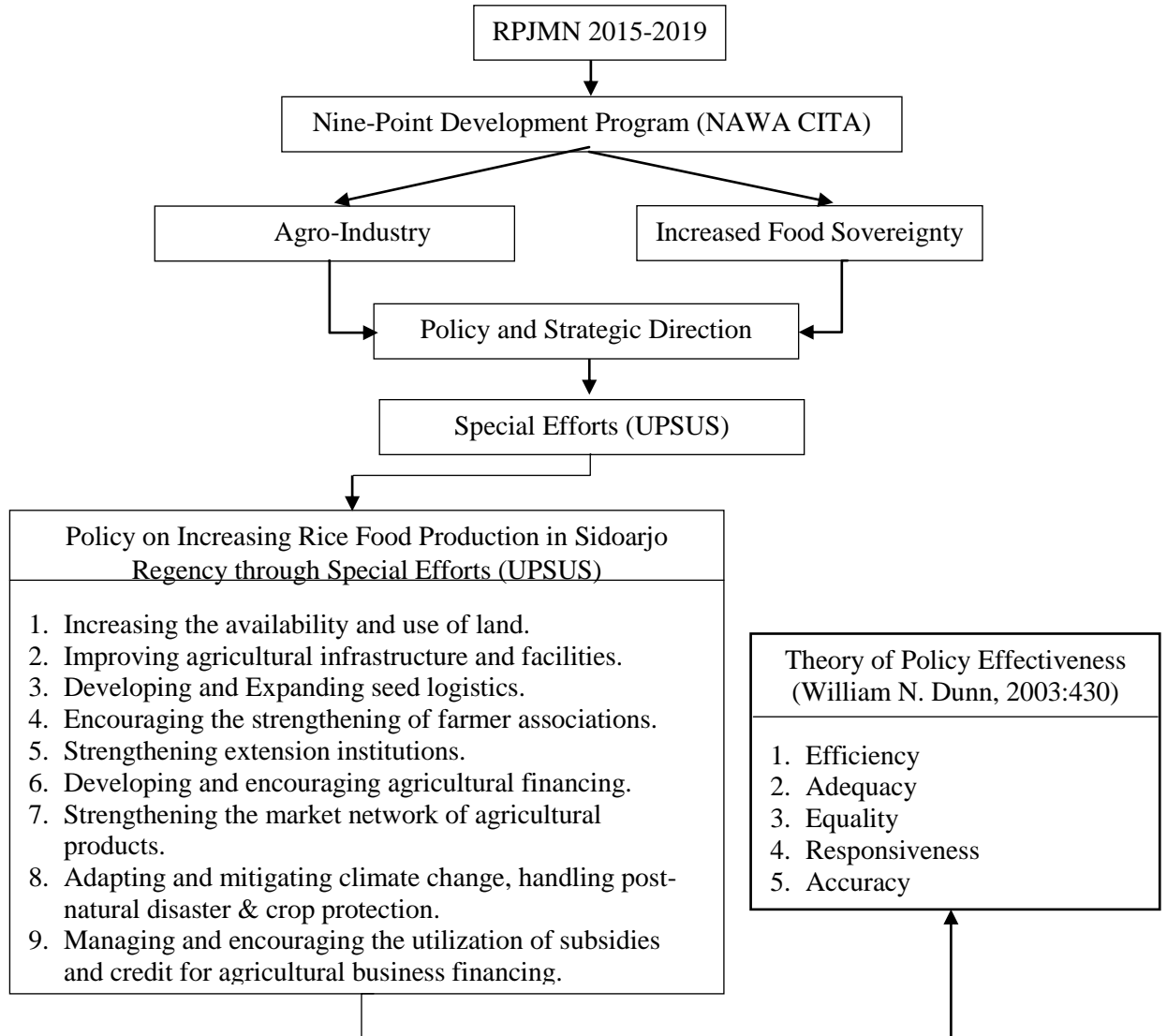


Figure 1. Conceptual Framework of the Study

RESEARCH METHOD

This study is a descriptive study using a qualitative approach. The strategy used in this study was a fixed study strategy. The concept definitions studied were as follows:

- Effectiveness

Effectiveness is the relationship between results and targets, the increasing contribution of results to the targets to be achieved, the programs and activities the relationship between output and goals. The greater the contribution of output to the achievement of goals, the more effective the organization, program, or activity. An organization is said to be effective if the results can achieve the desired goals (Mahmudi, 2005:92).

- Effectiveness of Rice Production

The success of rice production is based the quantity of yield obtained through harvesting from the farmers' land area at a time during the growing season following the expected target.

- Special Efforts (UPSUS)

The rice production improvement program is part of a national program of Special Efforts to Increase Rice, Corn, and Soybean Production (*UPSUS Pajale*) launched by the Ministry of Agriculture in 2015. Program activities in the form of assistance by the Agricultural Research and Development Center to farmers, among others, applying technology superior, providing superior deeds, giving *pajale* cultivation techniques, and providing human resources for production assistance.

In this study, data were collected through in-depth interview technique. The researchers asked questions about the effectiveness of special efforts (UPSUS) to increase the production of rice crops that then elaborated every answer from the informants.

Purposive sampling technique was employed in determining the chosen research object, in which researchers based on certain criteria or considerations (Faisal, 2007) did the selection of objects intentionally. Researchers focused on those who have knowledge, experience, and information regarding the implementation of Upsus policies in the Sidoarjo Regency. Therefore, several criteria for the research objects were determined as follows:

- 1) Those who directly related to the implementation of the Special Efforts (Upsus) policy in Sidoarjo Regency, the Agriculture and Food Security Office of Sidoarjo Regency.
- 2) Officials in the Department of Agriculture and Food Security of Sidoarjo Regency who have the authority in implementing the Special Efforts (Upsus) Policy.
- 3) Officials of Tarik, Jabon, Sedati, and Waru sub-districts targeted by the Special Efforts (Upsus)

From those criteria, thus object of this study consisted of 7 (seven) informants who were divided into two groups who would be given a code in each group. These groups are:

- 1) Government

There were three informants from the Agriculture and Food Security Local Agency of Sidoarjo Regency categorized in A group. Then, the A1 code was given to the first informant from the government group and so on.

- 2) Farmers

Four informants were heads of farmer associations, each from 4 different sub-districts in Sidoarjo Regency, including:

- Taris Sub-district (West)
- Jabon Sub-district (South)
- Sedati Sub-district (East)
- Waru (Sub-district)

The informants were selected based on some consideration including 1) Representation of the sub-district area and 2) Having varied levels of rice production during the 2015-2017 period (high-low). This group was categorized as group B. Then B1 code was given to the first informant from the Head of the Farmer Association, and so on.

All the data obtained were then analyzed using the interactive model of Miles and Huberman in Sugiyono (2010) namely data reduction, data display, and drawing conclusions.

FINDINGS AND DISCUSSION

A brief description of the profile of the informants for in-depth interview data collection based on each group is presented in Table 1 and Table 2 below:

Table 1. Profile of Informants from the Sidoarjo Regency Agriculture and Food Security Office (Group A)

No.	Code	Profession	Description
1.	Informant - A1	Section Head of Institutional Counseling and HR Development	Served as the Section Head of Institutional Counseling and HR Development at the Agriculture and Food Security Agency of Sidoarjo Regency. Currently, In – A1 had served in the Agriculture and Food Security Service for 2 years and 9 years at <i>PKB</i> .
2.	Informant - A2	Section Head of Land, Water, and Agricultural Machinery Utilization	Served as Section Head of Land, Water, Agricultural Machinery, and Land Use in the Sidoarjo Regency's Agriculture and Food Security Office. Currently, In – A2 had served in the Agriculture and Food Security Agency for 19 years.
3.	Informant - A3	Section Head of Farmer Business Facilities	Served as Section Head of Agriculture and Food Security of Sidoarjo Regency. Currently, In – A3 had served 11 years in the Agriculture and Food Security Agency for 11 years.

Table 2. Profile of Informants from Farmers' Association (Group B)

No.	Code	Profession	Description
1.	Informant – B1	Krajan Village Official and Head of the Wagir Farmers Association (Sedati Sub-District)	An apparatus of the Krajan Village and concurrently as the leader of a farmer association from the Sedati sub-district who had joined farmer association for more than 10 years.
2.	Informant – B2	Head of the Mukti Farmer Association (Jabon Sub-District)	The head of the Mukti Farmers Association who had joined the farmer association for 25 years.
3.	Informant - B3	Head of the Waru Jaya Farmer Association (Waru Sub-District)	The head of the Waru Jaya Farmer Association from the Waru Sub-District who had joined a farmer association for a year.
4.	Informant – B4	Head of Kendal Sub-Village and the Member of <i>Tani Utama I</i> Farmer Association (Tarik Sub-District)	The head of the Kendal Sub-Village and a member of the <i>Tani Utama I</i> Farmer Association who had joined the farmer association for 10 years.
5.	Informant – B5	Head of <i>Gapoktan Utama I</i> (Tarik Sub-District)	The head of the <i>Gapoktan Utama I</i> farmer association who had joined the farmer association for more than 30 years.

The results of interviews obtained regarding the implementation of the Special Efforts (Upsus) policy in Sidoarjo Regency were that increasing availability and use of land based on the opinion of the informant from the Office of Agriculture and Food Security of Sidoarjo

Regency (Informant – A2) and the leaders of farmer association (Informant – B1; Informant – B3) was that to find out whether there was a land reduction, a data collection was carried out by the relevant agency and the farmer group itself. Moreover, according to the leader of farmer association (Informant – B1), meanwhile, the efforts to protect land were not legally available for this. The government was currently working to make that protection. In accord with the leaders of Farmers Association (Informant – B2; Informant – B5), land protection from the farmer association itself was in the form of certification where the name of the owners of the existing land was written on it. However, there was an area that had not been certified, namely Waru Sub-District as the opinion of the leader of farmer association for farmers in the area acted as tenants (Informant – B3). The farmers not only protected, based on the opinion of the leader of farmer association, but also been used and guarded the land. For example, its fertilization to maintain soil fertility and supply water resources. (Informant – A2; Informant – B1; Informant – B4)

UPSUS policy improved infrastructure and agricultural facilities by constructing roads access and increasing water resources. The existence of the construction of this road access made it easy for farmers to transport their harvests and made it easier in terms of logistics of seed and fertilizers. Then, in increasing the water resources, the Agriculture and Food Security Agency of Sidoarjo Regency had sought to carry out irrigation networks. Moreover, in saving water, the relevant authorities had also conducted counseling related to the application of SRI technology that indeed helped farmers in terms of meeting the adequacy of water supply (Informant – A2). In increasing this water resource, farmers also participated in collecting fees from farmers to repair and build irrigation networks. Furthermore, some farmers used industrial waste to meet their water needs. (Informant – B2; Informant – B4)

Implementation of UPSUS policy through aspects of developing and expanding the logistics of seeds/seedlings was related to the use of superior varieties that should be used a maximum of three times planting. Based on the opinion of the leader of farmer association, some farmers had not been able to follow these recommendations while some of them had followed them. Farmers tend to used superior varieties more than 3 times planting due to the condition of the rice that was considered to be in good condition. Thus, they kept using it. In another case with farmers who had followed these recommendations, they tend to use superior varieties as much as once or twice only. (Informant – B1; Informant – B4)

The implementation of UPSUS policy from the aspect of encouraging farmer association strengthening in the opinion of the related service authorities was felt that there were still constraints due to the quality of the HR of farmer association and the ability to strengthen low business capital. Therefore, the agency has to improve both quantity and quality for group members and farmer association combinations such as providing training, guidance, and technical assistance (Informant – A1). According to the leader of farmer association, the Rural Agribusiness Development had provided the capital facilities that had been well distributed to farmers. However, the strengthening of venture capital from farmers was not well implemented yet. (Informant – B1)

In the opinion of the relevant service authorities (Informant – A1), the implementation of UPSUS policy in terms of strengthening institutional extension had been well implemented. Activities carried out in the form of exercises and visits, technical meetings, and training aimed at farmers and also officers from the food crop, plantation, livestock, and capital Agriculture

Counseling Agency. This activity aimed at making the farmers aware of all aspects of agriculture. Most of the instructors still did not aware of the aspects of agriculture as a whole. Besides, it was necessary to have adequate facilities and infrastructure in carrying out this activity. From the review of the leader of farmer association (Informant – B1), the implementation of counseling by related parties has been going well.

Based on the analysis of the agriculture department (Informant – A1), the implementation of the UPSUS policy in the aspect of developing and encouraging agricultural financing is still not running optimally due to limited capital of farmers and groups, lack of knowledge and skills of group administrators, and failure of farming. According to the leaders of farmer associations (Informant – B1; Informant – B2; Informant – B4), most farmers only collaborate with local entrepreneurs, namely *penguyang* (farmers can borrow money from *penguyang* and paid it back with their harvests) while there were no outside entrepreneurs to help them. For this reason, the related local agency had sought to encourage investment in rural areas through the activities of Agribusiness Microfinance Institutions (*Lembaga Keuangan Mikro Agribisnis* or abbreviated as *LKMA*). (Informant – A1)

Implementation of UPSUS policy in the aspect of strengthening the market network of agricultural products had been pursued by the Agriculture and Food Security Agency of Sidoarjo Regency as the opinion of the related service authorities (Informant – A1; Informant – A2). Strengthening the market network was done by farming market activities, market information, and radio broadcast. Additionally, there was also a socialization activity on local food development. The activity was carried out due to the lack of information containers about the market price of agricultural products, local food superiority, food security, and the lack of use of the yard for family food supply.

Implementation of UPSUS policy by adapting and mitigating climate change, and post natural disaster. UPSUS policy protected plants through planting calendar activities that determine what month to plant. However, it was also notified of the availability of water according to the opinion of the agriculture office (Informant – A1). Whereas farmers in the opinion of the leaders of farmer associations (Informant – B1; Informant – B4) in the Java counted in predicting climate although it was not necessarily precise. Plants were protected from pests by conducting healthy plant management, pesticide assistance, and the establishment of pest control sections in the sub-district.

Implementation of UPSUS policy by managing and encouraging the use of subsidies and credit for agricultural business financing has been well implemented. According to the agriculture office (Informant – A1; Informant – A3), Assistance in the form of subsidized seeds and fertilizers had been distributed evenly to farmers in each district, wherein the distribution also carried out socialization and assistance to enable the use of subsidized fertilizer can be put to good use by farmers. However, according to one of the leaders of farmer associations (Informant – B4), the provision of subsidized seeds did not yet exist. Then unfortunately, not all farmers used credit for financing farmers, even though related parties on every meeting have socialized it. Coaching and supervision in the use of subsidized seeds and fertilizers continued to be done for there were still farmers who had not used certified seeds and fertilized them in a balanced manner. (Informant – A1; Informant – A3)

Implementation of UPSUS policy by encouraging efforts to protect agricultural business through agricultural insurance had not been running optimally since there were still farmers who

did not participate in this insurance as the opinion of the farmer associations' leaders from the Waru and Tarik sub-districts (Informant – B3; Informant – B4; Informant – B5). Though this was one of the efforts to protect farmers when there was a failure of the harvest the farmers did not lose money. This agricultural insurance program was very beneficial for farmers if one day there was a crop failure due to pests or others. Farmers only needed to pay a premium of 9 thousand rupiahs and if there were a failure of the harvest, they would get a clam of 6 million. (Informant – A1; Informant – A3)

Implementation of UPSUS policies by increasing support for innovation and technology had been pursued through several activities namely SPLPTT and MTS activities, planting calendar application activities, land intensification activities, and agricultural equipment and machine brigade activities. Furthermore, there were also demonstration activities regarding the need for appropriate technology in dealing with climate change as per the opinion of the agriculture office (Informant – A1). The forms of technology transfer were *jajar legowo*, dry nurseries, balanced fertilizers, and hydroponics. In the opinion of the leader of farmer association (Informant – B3), the farmers themselves did not show any development of the farming system itself. What had been done so far was choosing the seeds according to the climate.

Based on the opinion of the agricultural service (Informant – A1), factors that support the implementation of UPSUS program in Sidoarjo Regency included the availability of agricultural officers/extension officers in the field for UPSUS assistance, support capacity of the government both at the village and sub-district level to the UPSUS program, support capacity of the government both at the village and sub-district level to the UPSUS program, established farmer institutions that run well which was one of the supporting factors, technical irrigation support in Sidoarjo, and the availability of facilities and infrastructure in the form of assistance in the form of seeds, agricultural machinery, and pest poison. Then, factors that hinder the implementation of the UPSUS program in the Sidoarjo Regency were natural conditions, uncertain weather and climate, insufficient water resources, and pest and disease attacks. Some of the efforts made to overcome the inhibiting factors for the implementation of the UPSUS program in the Sidoarjo Regency are to meet the availability of water. Collaboration with the Irrigation Service is needed in the form of opening and closing channels and repairing irrigation channels, making reservoirs to increase water reserves in dealing with drought, and regulating cropping patterns as an effort to control pests and diseases.

DISCUSSION

The Special Efforts Program (UPSUS) launched by the Sidoarjo Regency Government through the Agriculture and Food Security Agency is a policy that aims to increase agricultural production in the Sidoarjo Regency. This is following the meaning of policy according to Dunn (2003), a series of interconnected choices made by government institutions or officials in the fields concerning government duties. UPSUS in Sidoarjo had a target to be a fertile agricultural area to be self-sufficient in food. UPSUS policy began in effect in 2015 by involving various parties, including government elements (Ministry of Agriculture Governor of East Java, Provincial Agriculture Service, Public Works Service, and Water Services), security forces (Indonesian National Armed Forces), and academics (students).

The effectiveness of UPSUS to increase the production of Rice Crops in Sidoarjo Regency was reviewed based on 5 criteria of policy effectiveness according to the theory of William N.

Dunn, 2003, including; efficiency, adequacy, leveling, responsiveness, and accuracy. The Special Efforts Policy is said to be effective if the objectives of the strategy can be achieved. Judging from the efficiency criteria, the implementation of UPSUS policy has been efficient in terms of land data collection for both the agriculture agency and farmers implement it. It is meaningful to know whether there is land reduction. From agriculture agency, the government has made infrastructure improvements and agricultural facilities such as the construction of farmer's roads to facilitate transportation of crops, logistics of seeds and fertilizer. In this case, the agriculture agency not only assisted in the form of subsidized seeds and fertilizers but also strived to continue to carry out counseling and guidance to increase support for agricultural innovation and technology such as the *jajar legowo* planting system, dry nursery, and SRI technology. The support is very beneficial for farmers and most farmers have implemented these technologies in managing their farmland. On the other hand, the implementation of UPSUS policy that had not been efficient was due to the status of agricultural land. Some farmers who had not possessed the certification of the land for it was rented land. The local agency had indeed promoted a land protection program through agricultural insurance. However, farmers objected to the program since they felt they were not reciprocated if they took out insurance. Then, counseling related to the use of fertilizers in a balanced manner and the use of superior varieties also had not been run efficiently because there were farmers who still used fertilizers as recommended by technology and for planted superior varieties more than 3 times of planting period. Those actions resulting in rice to be vulnerable to pests and diseases.

Afterward, from the adequacy criteria, the implementation of UPSUS policy had sufficient to meet farmers' needs for fertilizer and water resources. The damaged irrigation network had been repaired and there were efforts to create a new irrigation network by looking at the potential of the land whether by making the network able to meet sufficient water. The four sub-districts that were included as the objects of the study, Sedati, Tarik, Jabon, and Waru Sub-districts, were assisted in the form of pumping machines to meet water supply. On the other hand, UPSUS policy implementation in terms of seed logistics was still inadequate for there were farmer associations that still lack seeds. It was proven by those who were still had trouble finding seeds to other areas. Then, there were farmer associations that did not yet have Rice Transplanter and Combine Harvester.

In term of equality, the implementation of UPSUS policy had been evenly distributed in terms of providing seed assistance, subsidized fertilizer, and agricultural facilities. Assistance in the form of subsidized seeds and fertilizers had been distributed evenly to farmers in each sub-district. The distribution was carried out along with socialization and assistance on how to use the subsidized fertilizer to enable it to be put to good use by farmers. Additionally, the agriculture agency also provided a source of capital for farmers, The Rural Agribusiness Development. These capital facilities had been put to good use by farmers. However, the implementation of the UPSUS policy was still not evenly distributed in terms of providing counseling and guidance since its application was not in every village.

Judging from the responsiveness, the implementation of UPSUS policy was welcomed by farmer associations because they felt happy and helped with seeds, subsidized fertilizer, farming tools and machinery, and pest poison. The agency was always involved directly in the provision of counseling and guidance related to agriculture. The farmers were very enthusiastic about the UPSUS program since the seeds were given free. Whenever there was counseling from the

agriculture agency, farmers tend to be less enthusiastic because not all farmers participate in counseling. The head of the farmer association found it difficult to gather farmers to attend counseling. However, some farmers felt dissatisfied with the reduction of land for settlement. Farmers were asked to increase agricultural production but instead, they reduced land. Moreover, there was an agricultural credit program provided, but most farmers did not participate because the affairs of the group were always involved. It made them object.

Judging from the eligibility/accuracy criteria, the implementation of the UPSUS policy was right on target. This can be seen from the enthusiasm of farmers when getting help. In strengthening the extension association, exercises and visits were carried out aimed at farmers and extension workers. Both activities aimed to educate the farmers to understand all aspects of agriculture. The existence of the UPSUS program can increase rice production. This had been experienced by the farmers themselves. Their harvest increased from 1 quintal to 2 tons. The yield of rice farming was also increased from an average of 6 quintals to 8 quintals. From the discussion about, it can be concluded that the implementation of UPSUS policy is considered effective due to the five criteria each had been fulfilled i.e. efficiency, adequacy, equity, responsiveness, and feasibility/accuracy. The existence of the UPSUS program is expected to continue in the future for it has provided many benefits for farmers and can increase agricultural production. There needs to be a slight improvement in the logistics of seeds as well as agricultural tools and machinery to increase agricultural production. There needs to be a slight improvement in the logistics of seeds and agricultural tools and machinery and farmers' participation in insurance.

Some factors that support the UPSUS policy are the availability of agricultural officers/extension officers in the fields for UPSUS assistance, governance support both at the village and sub-district levels for the UPSUS program, farmer associations that have been established to run well as one of the supporting factors, technical irrigation support, and the availability of facilities and infrastructure in the form of seeds, agricultural machinery, and pest poison assistances. The purpose of the UPSUS program needs to be conveyed by agricultural educators to farmers. Without the direct intermediaries, it will be difficult for farmers to understand matters relating to agriculture such as when there is a shortage of water, farmers can use SRI technology where the application can be delivered by extension agent. In addition to the educator, the supporting capacity of both village and sub-district governments is also needed to run the UPSUS program in the village or sub-district and to be welcomed by the community. Then farmer associations also support the UPSUS program for farmers are helped through farmer association when they have difficulty in managing land. For example, the rice crops attacked by pests are reported to the agency's extension workers to get a follow up in the form of pest poison. The UPSUS program might be implemented well if the facilities needed are sufficient. Thus, the agency not only has to provide counseling, but also assistance in the form of seeds, agricultural tools and machinery, and pest poison.

The factors that hinder the implementation of the UPSUS program in the Sidoarjo Regency were natural conditions, uncertain weather and climate, insufficient water resources, and pest and disease attacks. Natural conditions, weather, and climate are indeed difficult to predict. The sunny weather might change into runny at any time. Moreover, the condition of infertile soil due to polluted waste might also affect the success of growing rice. Some of the efforts made to overcome the inhibiting factors for the implementation of the UPSUS program in Sidoarjo

Regency are to meet the water availability. Collaboration with the Irrigation Service is needed in the form of opening and closing channels and repairing irrigation channels, making reservoirs to increase water reserves in dealing with drought, and regulating cropping patterns as an effort to control pests and diseases.

CONCLUSION

Based on the results and discussion described previously, it can be concluded that the assessment of the ineffectiveness of the UPSUS program in terms of efficiency indicators is that not all agricultural land is certified; there was a misconception of farmers regarding agricultural insurance, farmers could not follow the technological recommendations in the use of superior varieties, labor quality was still low. Then the indicators of the adequacy, Upsus policy implementation in terms of seed logistics was still inadequate for there were farmer associations that were still short of seeds, not all sub-districts got the help of combi technology and planting machines, and the conditions of the land were not supportive in the application of technology. In terms of equality indicators, the implementation of Upsus policy by the related agencies were still not fair in terms of providing counseling and guidance that was not received by all villages. Furthermore, the realization of the legal protection of the land had not yet been realized. However, the relevant agencies were appealing to continue to increase rice production but reduce land instead. In terms of its responsiveness, farmers are less enthusiastic about the agriculture credit program. Moreover, the capital strengthening in the farmer association itself has also not been done well for most farmers have objections to the contributions in the form of deferred money. Furthermore, there was also a lack of awareness of farmers to participate in counseling. Judging from the indicators of eligibility/accuracy, Upsus policy is indeed appropriate and right on target because of the high enthusiasm of farmers in terms of getting access to assistance for agricultural facilities and infrastructure. However, assistance in the form of capital is still not feasible due to limited capital of farmers and association, lack of knowledge and skills of group administrators, and failure of farming. The factors that support the implementation of UPSUS in Sidoarjo regency among others the availability of agricultural officers/ extension officers in the field for UPSUS assistance, the carrying capacity of government both at the village and sub-district level to the UPSUS program, and the farmer association has been formed. Meanwhile, the supporting factors were technical irrigation support in the Sidoarjo, and the availability of facilities and infrastructure in the form of seeds. Agricultural tools and machinery, and pests poison. Then for the factors that hinder the implementation of the UPSUS program in the Sidoarjo Regency are natural conditions such as uncertain weather and climate, insufficient water resources, and pest and disease attack.

REFERENCES

- Adelia, T., 2014, Analisis Efektivitas Pupuk Bersubsidi dan Pengaruhnya Terhadap Peningkatan Produksi dan Pendapatan Usahatani Padi di Kabupaten Aceh Besar, Universitas Syiah Kuala.
- Adrianto, J., Harianto, & Hutagaol, M. P. 2016. Peningkatan Produksi Padi Melalui Penerapan Sri (System of Rice Intensification) di Kabupaten Solok Selatan, Jurnal Agribisnis Indonesia, vol 4, no 2, hal 107 - 122.
- Anderson, J., 1979, Public Policy Making, Second Edition, Rinehart and Winston, New York.
- BPS Provinsi Jawa Timur, 2018, Jawa Timur Dalam Angka.
- BPS Kabupaten Sidoarjo, 2018, Sidoarjo Dalam Angka.
- Busyra, R., G., 2016, Dampak Program Upaya Khusus (Upsus) Padi Jagung Kedelai (Pajale) Pada Komoditas Padi Terhadap Perekonomian Kabupaten Tanjung Jabung Timur, Jurnal Mediasi Agribisnis (MeA), vol 1, no 1, hal 12 - 27.
- Dunn, W., N., 2003, Analisis Kebijakan Publik, Gadjah Mada University Press, Yogyakarta.
- Ekowati, Lilik. 2009, Perencanaan, Implementasi, dan Evaluasi Kebijakan atau Program (Suatu Kajian Teoritis dan Praktis), Pustaka Cakra, Surakarta.
- Faisal, S., 2007, Format-format Penelitian Sosial, Raja Grafindo, Jakarta.
- Krisnawati, E., Suman, A., & Saputra, P. M. A., 2018, Kajian Pengaruh Program Nasional Upaya Khusus Peningkatan Produksi Padi Terhadap Kemiskinan Perdesaan di Wilayah Barat dan Timur Indonesia, JEIP, vol 18, no 1, hal 15 - 34.
- Mahmudi, 2005, Manajemen Kinerja Sektor Publik, UPP AMP YPKN, Yogyakarta.
- Safira, A., 2018, Efektivitas Program Upsus Pajale Terhadap Peningkatan Pendapatan Usahatani di Kecamatan Natar Kabupaten Lampung Selatan, Universitas Lampung.
- Saputra, M., D., 2018, Dampak Program Pajala Terhadap Produktivitas Padi Sawah di Desa Jono Oge Kecamatan Sigi Biromaru Kabupaten Sigi, J. Agroland, vol 25, no 2, hal 96 - 105.
- Sondang, O., 2008, Peranan Tata Ruangan Kantor Dalam Meningkatkan Efektivitas, UGM Yogyakarta
- Sugiyono, 2010, Metode Penelitian Kuantitatif, Kualitatif dan R&D., CV. Alfabeta, Bandung.

Wibawa, S., 1994, Evaluasi Kebijakan Publik, PT Raja Grafindo Press, Jakarta.

Wijaya, I., G., M., A., S., 2018, Faktor-Faktor Yang Mempengaruhi Keberhasilan Program Upaya Khusus Padi di Kabupaten Tabanan, Jurnal Manajemen Agribisnis, vol 6, no 2, hal 83 - 91.

Winarno, Budi, 2012. Kebijakan Publik Teori, Proses, dan Studi Kasus, CAPS, Yogyakarta.