

The Role of Government Policy in the Development of Sugarcane Farming in Indonesia

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Abstract

This article was written with the aim of (1) to find out the role of government policy on the development of people's sugar cane, (2) The role and impact of government policy on the development of the area and production of sugarcane. This research uses a descriptive method by describing, describing, and analyzing secondary data. The results of the study show (1) Government policies play a very important role in the development of sugar cane as a raw material for sugar production. (2) Presidential Decree No. 9/1995 was able to significantly increase the area and production of sugarcane. During the 20 years of its implementation, the area growth averaged 15% per year, while production growth was 14% per year. (3) Law No. 12 of 1992 has an impact on decreasing the area and production of sugarcane. However, it provides lessons for farmers to become masters on their own land with the freedom to choose the commodities they cultivate. (4) The Acceleration Program for Increasing Sugar Cane Production by the Ministry of Agriculture in 2002 – 2007 increased the area with a growth of 3% per year, production growth of 3% per year. For the 2013 – 2015 acceleration, increase the area with a growth of 0.5%, and increase production with a growth of 0.4 per year.

Keyword: Government Policy, Development, Sugrance Farming

Introduction

Indonesia has a very high potential and opportunity to create a good industrialization climate by developing existing industries, starting from the upstream industry to the downstream industry to the end consumers (Anwar, Harianto & Suharno (2020). One industrial sector that has great potential to be developed in Indonesia and has a potential market both in the domestic and international markets is the sugar industry.

The development of the sugar industry in Indonesia cannot be separated from the essence of the existence of sugar factories and the availability of raw materials in the form of sugar cane. The sugar factory left by the Dutch at a glance gives the impression that the sugar industry will never be able to revive as long as the technology that processes the sugar machines is out of date. The efficiency of the grinding, processing, crystallizing machines is questionable even though they have experienced patchy repairs many times.

The position of this Dutch heritage sugar factory is under the management of the Ministry of BUMN, surviving to be operational even though it is struggling to compete with modern privately owned sugar factories which have begun to develop. All Sugar Mills have been and are currently improving to increase milling capacity for efficiency in sugar cane processing. The supply of raw sugar cane which is not sufficient to meet the needs of the Sugar Factory in accordance with the milling capacity becomes the next problem, idle capacity occurs. Facing such a situation, there are times when the Sugar Factory processes imported raw sugar as a substitute for losses.

Sugar factories began to grow and develop with modern technology such as PG Kebun Tebu Mas in Lamongan, PG Glenmore in Banyuwangi, PG Rejoso Manis in Blitar, PG Pratama in Ogan Komering Ilir, PG Muria in Sumba, PG Tambora in NTT, PG Dompu in NTB, PG Bombana in Southeast Sulawesi. The development of the Sugar Factory demands the sufficiency of sugarcane raw materials. If the acceleration of production of raw sugar cane is left behind, imports of raw sugar cannot be avoided.

The raw material for sugar cane, so far, has been supplied by the Sugar Cane itself (TS), which was planted by the Sugar Factory in the HGU land, around 35% and 65% supplied by the so-called farmers. TR (Sugar Sugarcane). It is believed that the TS cultivated by the Sugar Factory is developing well because the planting technology is mastered and applied by qualified Sugar Factory professionals. Meanwhile, Sugar Cane People have various developments. Production fluctuations are unavoidable, which has the effect of uncertainty in the supply of sugar factories. In terms of the farming community in general, the government's role is needed to regulate the realm of government policy regulation. According to Thomas R Dye, government policy is what the government does or does not do for a particular purpose. Basically the goals of a policy are efficiency, equity and resilience (Fadli, Pambudy & Harianto, 2017).

In order to know the development of people's sugarcane cultivation business, research was conducted on the Role of Government Policy on the development of people's sugarcane plants. The aim is to find out, (1) What policies are implemented by the government towards the

development of people's sugarcane plants, (2) The role and impact of policies on the development of the area and production of sugarcane.

Method

This study uses a descriptive method by describing, describing and analyzing data and describing the actual situation of objects, events, ideas, obtained from literature and experience. Secondary data was obtained from the East Java Provincial Plantation Service, the Indonesian Sugar Council, the Reference Book of Tebuku Maniskan Separuh Nusantara (Arifien, 2013), and in the form of documents and data as follows:

1. Presidential Decree No. 9 of 1975. Known as the TRI Sugar Cane People's Intensification Policy.
2. Presidential Decree No. 5 of 1998 concerning Termination of Implementation of Presidential Instruction No. 5 of 1997 concerning the People's Sugar Cane Development Program.
3. Law no 12 of 1992 concerning Plant Cultivation.
4. Minister of Agriculture regarding the Acceleration Program for Increasing Sugar Cane Production 2002 - 2007.
5. Minister of Agriculture regarding the 2013-2015 Sugar Cane Production Increase Acceleration Program.
6. Data on area and production of sugar cane from 1930 to 2021.

Result and Discussion

Sugarcane Development of Before Independence Era

In 895 AD, I Tsing, a Chinese descendant, stated that sugar derived from sugar cane juice and sugar derived from tapping coconut flower sap had been traded in the archipelago. Cane sugar was produced with simple equipment and traded in Batavia and its surroundings. Processing is done through a cylindrical mill made of wood as much as 2 pieces. The two wooden cylinders are installed side by side and then rotated by the power of a cow or buffalo. Also can be rotated by human power. Sugar cane is inserted between the two rotating cylinders. The sugarcane stalks are pinched and the sap is released which is collected and then cooked in a large frying pan (crater). This simple milling tool is still running in the area of Tulungagung, Blitar, Kediri City, East Java Province (Arifien, 2013). (Evizal, 2018), Some craftsmen modify their propulsion devices no longer animals/cattle, but with diesel engines that run on diesel fuel. Sugar cane is milled traditionally for the purpose of making cane brown sugar. The target market is traditional markets and the majority need soy sauce factories around the area.

After the Dutch entered the archipelago, sugarcane plants were developed on a large scale. To process it by establishing a Sugar Factory and until now it is still able to survive dominating the sugar factories in East Java. The development of sugarcane in Java is strongly supported by a tropical climate with sunshine throughout the day and fertile soil types, rich in plant nutrients. The development of sugarcane plantations on a large scale by the Dutch East Indies Government began at the time of Governor General Van Den Bosch. In 1830 a forced cultivation program (Cultuur

Stelsel) was implemented to cultivate sugarcane. The main policy is that each farmer must provide 20% of his land for planting sugarcane. Farmers who did not own land were forced to work on plantations owned by the Dutch East Indies government. Village heads were given the task of finding fertile land, which was handed over to the government to plant sugarcane. At that time, the development of sugarcane plants increased rapidly. The sugar industry occupies an important position in the Dutch East Indies economy.

Sugarcane cultivation technology is developing rapidly with the application of sugarcane cultivation in paddy fields with the Reynoso system which was discovered in 1863 by Don Alvaro Reynoso from the world's sugar producing country, namely Cuba. Apart from that, various varieties of sugarcane were found suitable for land in Java, as well as the use of ZA (Zwavelzuur ammonium) fertilizer which was suitable for sugarcane plants. In short, sugar cane gets spoiled intensive care (Evizal 2018). The forced cultivation program ended when the Agrarian Law was enacted in 1870. The shift in the liberal economic system during the Dutch East Indies era by giving opportunities to the private sector to own land with the status of HGU Cultivation Rights for 75 years. Then in 1878 the Law on Sugar Cane Cultivation (Wet of de Zuiker Cultuur) was issued. Sugarcane politics shifted from a system of forced cultivation to a free planting system. Then in 1918 the Land Lease Ordinance (Groundhuur Ordonnantie) was issued.

The policy of free planting of sugarcane did not improve production, instead it experienced a decrease in production. Farmers are reluctant to plant sugar cane, the price of sugar falls, spread of citronella disease, and decreased sugarcane productivity. This situation gave rise to the thought of establishing a science and technology center in the form of a research center (proefstation), namely Proefstation Oost Java (POJ) in Pasuruan in 1887 which is currently known as the Indonesian Sugar Plantation Research Center (P3GI). This research center is very well known for the discovery of new varieties produced, including the superior variety of sugarcane POJ 2878. This superior variety, apart from being resistant to citronella disease, also increased sugar productivity from 10.5 tonnes/ha to 15.1 tonnes/ha.

The progress of the sugar industry triumphed in 1930, when there were 179 sugar factories in Java. The planted sugar cane area is 196,592 ha, producing 25,680,901 tons, with an average sugar productivity of 14.8 tons/ha. Not long after, in 1933 – 1936 there was a world economic depression and the sugar triumph in the Dutch era ended. Furthermore, in 1942 when Japan controlled Indonesia, sugarcane was not a priority plant to be developed, but rather prioritized food crops. The war situation was not conducive to the development of sugar factories, some sugar factories closed, and some changed their functions.

During the period of political upheaval in fighting for the independence of the Republic of Indonesia, sugar cane cultivation and the sugar industry experienced a total decline. Sugarcane farming and the sugar industry began to revive after the United Nations recognized Indonesian sovereignty on December 27, 1949. Subsequently, the Indonesian government issued a policy in the sugar industry with a long-term land lease system for sugar cane plantations.

The Groundhuur Ordonnantie was replaced by Emergency Law No. 6 of 1951 which regulates the land lease system. The Minister of Agriculture determines the land rent price every

year. In its development, due to high inflation at that time, the regulation on land rental prices was detrimental to farmers. As a result, farmers choose to cultivate their own land with other seasonal crops. Even though the company offers attractive rental price promotions and provides additional land surrender premiums, jack premiums, production premiums, most farmers still choose to do their own farming.

The Role of Government Policy in the Development of Sugarcane Farming in Indonesia

The development of sugar cane with a rental system ended when the government issued Presidential Instruction No. 9 of 1975, known as the People's Sugar Cane Intensification Program. The program ran for 23 years, and ended when it was revoked through Presidential Decree No. 5 of 1998. Furthermore, the Plant Cultivation Law No. 12 of 1992 applies which frees farmers to cultivate any commodity that is considered profitable. Until now, the Plant Cultivation Law has become a guideline for all parties seeking plant cultivation. However, specific policies can be carried out by the technical ministry. Policies related to the development of sugar cane by the Ministry of Agriculture in the form of the Acceleration Program for Increasing Sugar Cane Production in 2002 – 2007 and in 20013 – 20015 or often referred to as the Bonkar Raton (BR) and Rawat Raton (RR) Program, as well as the Expansion of sugarcane plants.

The following is a diagram of the implementation of government policies from time to time.

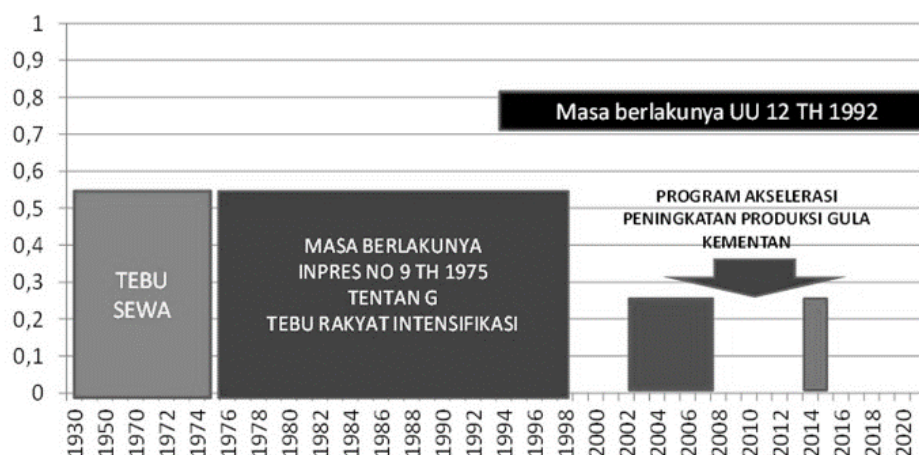


Figure 1. Government Policy on the Development of Sugar Cane Farming

Based on the data in Figure 1. Government Policy on Sugar Cane Development above, that shows the implementation of Government Policy: In 1930 - 1974 Sugar Cane Rental Policy. Year 1975 – 1998 Presidential Decree No. 9 of 1975 People's Sugar Cane Intensification Program. 1992 – now Law No. 12 of 2022 applies. From 2002 – 2007 and 2013 – 2015 the Acceleration Program for Increasing Sugar Cane Production – the Ministry of Agriculture was implemented. The policies that have been carried out by the government have implications for the development of the area and production of sugarcane.

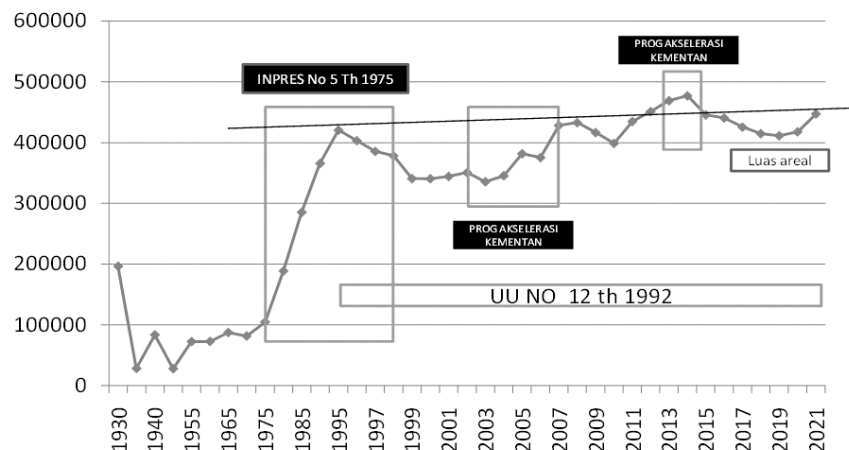


Figure 2. Role of Government Policy on Sugar Cane Area (Ha) 1930-2021

Based on Figure 2. The Role of Government Policy on the Area (Ha) of Sugar Cane Plants in 1930-2021, shows the effect of implementing government policies contained in Presidential Instruction No. 9 of 1975, the Acceleration Program for Increasing Sugar Cane Production in 2002-2007, and 2013-2015, increase the area of sugarcane crops. Meanwhile, the issuance of Law No. 12 of 1992 triggered a decrease in the area of plantations, because farmers are free to plant any commodity that is profitable for farmers. This also occurs in sugarcane production as shown in Figure 3 as follows.

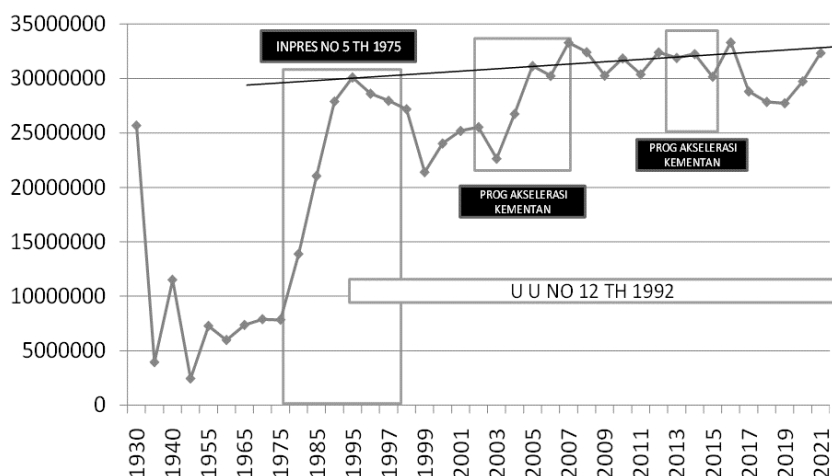


Figure 3. Government Policy on the Development of Sugar Cane Farming

The Role of Presidential Decree No. 5 of 1975

The sugar of industry in Indonesia continues to grow but its journey is hobbled and almost stagnant. The leasing model policy set by the Government after independence was unable to answer the challenge of sugar production being able to meet the needs of the people of all Indonesia as it had been achieved in 1930-1933. The three dimensions of the problems that occur are (1) the

Sugar Factory experiences a lot of engine damage and it is difficult to find spare parts, besides the lack of experts after being left to return to the Netherlands. (2) The raw material for sugar cane has fallen sharply, only around 5-10 million tons every year with sugar production < 1 million tons. (3) The role of farmers is only as laborers who work on their own land which has been leased to the company.

The sugarcane cultivation is carried out by the Sugar Factory which leases the farmer's land. The Sugar Factory should be free to manage leased land with the application of the technology it has, to obtain optimal sugarcane production. However, in reality, national sugarcane production is very low due to limited capital and many sugar mills that are not operating. This condition occurred for 24 years from 1950 to 1974. Facing these problems, on April 22, 1975 the government issued Presidential Instruction No. 5 of 1975 concerning Intensification of People's Sugar Cane known as the TRI Program. The aims are (1) to increase the income of farmers; (2) In order to meet the community's need for sugar; (3) Change the rental system to a sugarcane farming system on their own land. So that the peasants became masters in their own land.

The President instructs the Minister of Agriculture, Minister of Manpower, Minister of Transmigration, Minister of Cooperatives, Minister of Information, Governor of Bank Indonesia, Chair of the Logistics Agency, Directors of Bank Rakyat Indonesia, the Governors as Chair of the Guidance Agency. To take steps to transfer sugarcane farming, carry out the People's Cane Intensification program, and carry out coordination, integration and synchronization. The phase of change that is expected of all parties involved in the sugar industry. Changes in the fundamental equality between the off-farm actors of the Sugar Factory and the on-farm producers of raw materials for sugar cane farmers. The rental system stopped, where previously farmers became laborers, now farmers become masters of the land they own.

Farmers manage their farming with the guidance of the Sugar Factory and various assistance from the Government. The Presidential Instruction on TRI mandates that the People's Sugar Cane intensification program be carried out through the Community Guidance System with the following coaching steps: (1) Farmers will cultivate sugar cane fields. (2) The Sugar Factory as an operational work base conducts counseling and technical guidance on sugarcane cultivation, provides superior seeds, serves the availability of production facilities, assists Bank Rakyat Indonesia in the process of granting credit to sugarcane farmers. (3) The government provides credit packages for intensification of smallholder sugar cane for farmers. (4) The rights of farmers from sugarcane products that are milled in a sugar factory are given in the form of money, the value of which is determined in such a way as to stimulate the people's sugarcane business. (5) Cooperatives (BUUD/KUD) participate in coordinating smallholder sugarcane farmers, especially in procuring production facilities.

The results of this study indicate that during the implementation of Presidential Instruction No. 9 from 1975 to 1998, it achieved success in increasing the area planted and the production of sugarcane.

Year	Area (Ha)	Sugar Cane Production (Tons)
1975	104.770	7.848.259
1980	188.772	13.888.289
1985	285.529	21.048.681
1990	365.926	27.895.448
1995	420.630	30.096.060

Table 1. Total Area and Production of Sugar Cane in 1975-1995

When the TRI Program was implemented, the sugarcane plantation area was only 104,770 ha in 1975. Then it crept up every year and for 5 years, namely in 1980, it reached an area of almost 2 times as much as 188,772 ha. Evaluation every five years shows an extraordinary trend until in the 20th year, namely in 1995, the sugar cane area reached 420,630 ha or 4.2 times the initial program. The sugar cane plantation area has grown by 15% per year. This also happened to sugarcane production, which at the beginning of the program was recorded at 7,848,259 tons, then at the end of the program it reached 30,096,060 tons or 4.2 times the production at the start of the program. Sugarcane production grows 14% per year.

Solidarity in the implementation of the TRI program by involving various ministries, banking, extension institutions, cooperatives, Bulog, including the involvement of regional heads to provide enthusiastic support for the achievement of increasing sugar production and farmers' income. Instructions for implementing TRI are packaged in Mass Guidance containing between:

- (1) The TRI implementation structure starts from the central level which is called the Bimas Controlling Body, chaired by the Minister. The provincial level is called the Guidance Guidance Body, chaired by the Governor. At the district level, the Bimas Executing Body is chaired by the Regent. Every year the implementation of TRI, coordination is carried out by issuing a Decree as a guide for implementation in the field.
- (2) Farmers are required to carry out sapta usaha consisting of using superior seeds sourced from KBD (Kebun Seeds Datar), processing reynoso rice field soil, dry land with light tillage, applying kepras for the second year crop with a maximum tolerance of kepras 3, using fertilizer according to technical recommendations, controlling weeds, pests/diseases, cultivars, water regulation, carrying out timely cutting and transport.
- (3) Counseling is carried out by special TRI field extension officers called PLPT (Agricultural Field Officers Integrated) through the Community Sugar Cane Intensification Project Implementation Unit (UPP). While technical guidance is carried out by sugar factory technical officers under the coordination of Sinder.
- (4) The banking unit, assisted by sugar factory officials, distributes credit packages to farmers who need working capital loans.
- (5) Village Unit Cooperatives are involved in procuring production facilities needed by farmers.

- (6) Farmer groups become the basis for fostering all stakeholders assigned by the President in accordance with Presidential Decree No. 5 of 1975.
- (7) Bulog as a stock/supply manager is given the authority to control sugar prices.

Impact of Law (UU) No. 12 of 1992

There are various advantages of the TRI program in increasing the area and production of sugarcane as raw material for sugar factories, but there are also weaknesses, including farmers who are not free to plant what commodities they want. The compulsion to continue keprasan sugar cane and the compulsion to plant expansion sugarcane for the first planting (plant cane), the shadow of glebakan (farmers are forced to provide a third of the sugarcane crop from the area of land they own), become desperate and finally give up because it has been plotted by Bimas officers. Boredom continues with the emergence of various problems after 20 years of TRI.

In 1996 the area began to decrease to 403,266 from the peak of 420,630 ha in 1995 and was followed by a decrease until the TRI program was revoked through Presidential Decree No. 5 of 1998. Likewise, sugarcane production decreased from 30,096,060 tons in 1995 to 28,603,531 tons in 1996 to 1998, production of 27 .177,766 tons.

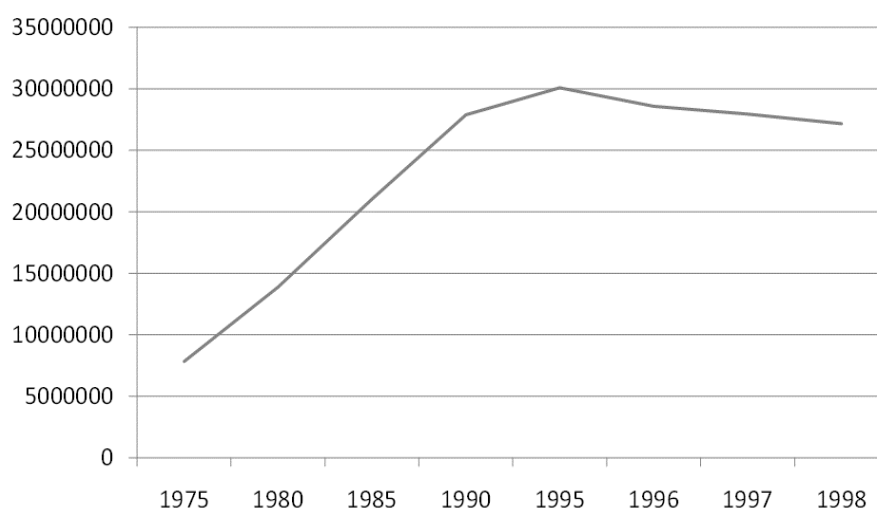


Figure 4. Sugar Cane Production 1975-1998

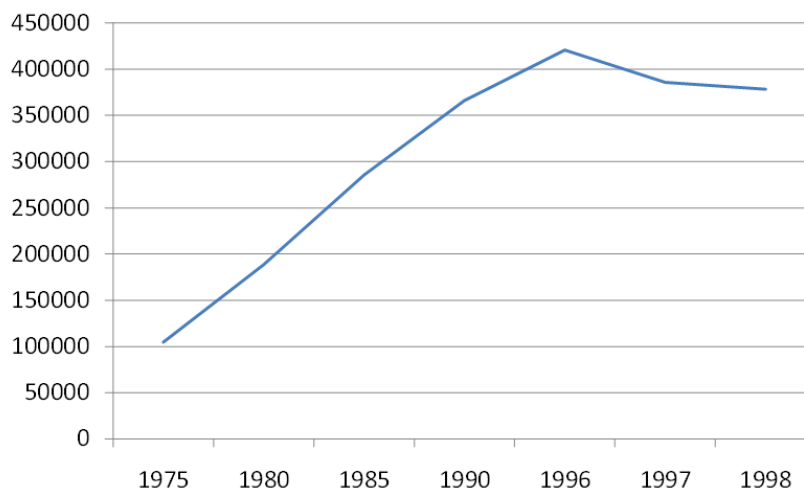


Figure 5. Total Area of Sugar Cane in 1975-1998

There are several things that trigger the decline in the area, because there are too many TRI problems, there is no freedom for farmers to plant their own land, boredom of planting sugarcane for 20 years (hidden loyalty). Besides that, there are also many parties who participate, making farmers feel increasingly weak, because they are cornered, they have to be able to carry out the program. Meanwhile, they are the Bimas team that controls, determines, and pressures farmers to want to implement the TRI program. Gayung for tat, farmers' protests about being forced to implement the program and not being free to cultivate their own land, triggered the issuance of Law No. 12 of 1992 concerning Plant Cultivation.

In Law No. 12 of 1992 Article 6 paragraph 1 states that Farmers have the freedom to determine the choice of plant types and their cultivation. The position of farmers becomes stronger in managing the land they own. Farmers have the right to determine the type of crop to be planted. If the farmer's land must be planted with certain commodities which is a government policy, the farmer will get a guarantee that the crop farming provides a decent income for the farmer. Furthermore, if the results of their income actually lose money, then the government is obliged to provide compensation suffered by farmers.

The freedom to plant for farmers protected by this law has an impact on decreasing area and production. Farmers' euphoria of dismantling sugarcane plants was carried out mainly on kepras plants which were repeated more than 4 times. While the first plant /pc/plant cane and kepras under 3 times is continued. The decline in area and production occurred from the highest TRI achievement in 1975 covering 420,630 ha to 344,441 ha in 2001 (a decrease of about 18% or 4.5% per year). Production in 1995 was 30,096,060 tons, decreased in 2001 to 25,186,254 tons (a decrease of about 16% or 4% per year).

Year	Area (Ha)	Sugar Cane Production (Tons)
1998	378.293	27.177.766
1999	340.800	21.401.834
2000	340.660	24.631.155
2001	344.441	25.186.254

Table 2. Area and Production of Sugar Cane Years 1998-2000, The Expiration TRI and the Applicability of the 12 Year Law 1992

The decline in the area and production of sugar cane was not only triggered by the enactment of Law No. 12 of 1992, but also because the price of sugar on the international market fell sharply and reached its lowest nadir in 1999. The decline in sugar prices was mainly due to almost all major producing countries and major consumers carrying out large interventions in the sugar industry and trade (distortive) (Marpaung, 2011). Furthermore, according to Pakpahan (1999), he said that if in 1975 the sugar policy was based on the institution of coordinating the sugar economy from the central to the regional level by the Government based on Presidential Decree 9 of 1975, then the change that occurred in 1998 was the abolition of all policies that were coordination of the government and the monopoly of Bulog to become a free market.

Changing sugar policy from being controlled by the government to market mechanisms is an important choice for the long term. This policy was initially welcomed by the sugarcane farmers, bearing in mind that the sugarcane farmers, who before this change period were part of the government and Bulog's subordination in marketing their sugar, with changes in the political-economic situation of new sugar plantations, they have the right to sell their share of sugar with a profit-sharing system. However, the sugar cane farmers finally realized that the free market which invited a surge in imports of sugar, including raw sugar, had actually brought down the price of sugar in the domestic market. If the price of sugar falls, the income of sugar cane farmers will be low. In this situation, farmers are free to choose other alternative crops. The area and production of sugarcane decreased. For loyalist farmers looking for an approach to the Sugar Factory. Now standing as high and sitting as low, looking for ways to keep the sugar industry running well. Mutual need in partnership, farmers as producers of raw materials and sugar factories as processing cane into sugar. A profit-sharing system emerged between farmers and sugar factories.

The farmer who grinds his cane gets a 65% share and the Sugar Factory sets a processing fee of 35%. The market is free, it is no longer a monopoly of Bulog. Furthermore, in order to increase the bargaining position of farmers, an institution formed the People's Sugar Cane Farmers Association whose function is to defend and bridge the interests of farmers in risking their business interests. Farmers are not only producers of sugarcane raw materials but are also involved in the sugar market. Besides that, the People's Cane Farmers Cooperative has grown which complements

the institutional strength of farmers. Law No. 12 of 1992 provides freedom of thought and expression for farmers to become masters of their own land.

The Role of The Ministry of Agriculture's Sugarcane Production Acceleration in Indonesia

The decline in sugarcane production after the TRI has encouraged sugar stakeholders with the government to design programs that can increase the production that has been achieved. The program is laid out in a simple, practical, easy to implement, not pushy. Prospective participants are farmers who are loyal to planting sugarcane but have limited access to capital, production facilities, technology. Wanting to dismantle the plant to be replaced with a new one, not having sufficient capital for the intended activity is reflected in the area of kepras which is expanding more than 4 times and there are even 7 times kepras. It is difficult to get high quality seeds as replacement plants, fertilizers and other production facilities and if there are any, the timeliness is questionable. Likewise, access to technology from factory workers and agricultural extension workers is not easy to obtain without a program from the government.

In 2002, the Ministry of Agriculture, which is responsible for the development of sugarcane plants, compiled a Program to Accelerate Sugar Cane Production as outlined in a Minister of Agriculture Regulation. The program was carried out for 5 years until 2007. This effort is part of improving the performance of the national sugar industry so that it is able to produce sugar to meet domestic needs with efficient production costs, so that in the future it is expected to be able to compete in world sugar. The activity of accelerating the increase in sugarcane production as a manifestation of empowering the plantation community is carried out by channeling assistance funds to farmers in the form of revolving funds in the form of Strengthening Group Business Capital (PMUK) with funding sources coming from APBN and revolving funds. (Ministry of Agriculture regarding Acceleration Program for Increasing Sugar Cane Production in 2002).

The activities carried out were Unloading ratoons, Rawat ratoons, and institutional strengthening. Assistance given to farmers is in the form of funds to purchase seeds, land preparation, fertilizer, for ratoon unloading activities. For farmers who carry out ratoon care activities, they are given fertilizer assistance. Funds are channeled through the People's Sugar Cane Farmers Cooperative which is a revolving fund for Strengthening Group Business Capital (PMUK).

Furthermore, in 2013 – 2015 the same program was carried out. The program target for 2002 – 2007 was to achieve that 90,000 ha of plants were successfully dismantled into pc (plant cane). In 2013 – 2015, we managed to dismantle 45,000 ha of ratoon plants. The repetition of the program occurred because the main goal of self-sufficiency in sugar had not been achieved. The first unloading ratoon program (2002 – 2007) was expected to be self-sufficient in sugar in 2008. Meanwhile, the second program (2013 – 2015) was expected to achieve self-sufficiency in sugar in 2015, but this has not yet been achieved. Until 2022, self-sufficiency in sugar for public consumption has never been achieved. Catching up with the needs of the community which increases every year due to population growth, on the other hand the sugarcane planting area does not increase significantly.

Finally, the sugar self-sufficiency plan is targeted for 2025. President Joko Widodo during a visit to the Gempol Kerep Mojokerto East Java Sugar Factory said that he would gradually expand the sugar cane crop to reach 700,000 ha. The expansion will be carried out by Sugarco (a subsidiary of PTPN Gula Holding) under the Ministry of BUMN. The target for area development is towards Perhutani land and the use of neglected HGU. The results showed that the Sugar Cane Production Increase Acceleration Program was able to increase sugarcane production nationally both in 2002 – 2007 and 2013 – 2015.

Year	Area (Ha)	Sugar Cane Production (Tons)
2002	350.723	25.533.431
2003	355.725	22.631.109
2004	345.550	26.743.179
2005	381.786	31.142.268
2006	375.441	30.232.833
2007	482.401	33.289.452

Table 3. Area and Production of Sugar Cane Year 2002-2007, Program Production Increase Acceleration Sugarcane

The Acceleration Program for Increasing Sugar Cane Production, shows that the area of sugar cane increased sharply when the Sugar Cane Production Acceleration Program was implemented. In 2002 there was a sugarcane plantation area of 350,723 ha, increasing to 428,401 ha in 2007. The increase in cumulative area over 7 years was 77,678 ha or growing at an average of 3% per year. While the increase in production occurred in 2002 by 25,533,431 tons of sugarcane to 33,289,452 tons of sugarcane in 2007. The increase was 7,756,021 or an average growth of 3% per year.

Year	Area (Ha)	Sugar Cane Production (Tons)
2012	451.191	32.396.087
2013	469.228	31.887.800
2014	477.122	32.239.650
2015	445.650	30.164.097

Table 3. Area and Production of Sugar Cane Year 2012-2015, Program Production Increase Acceleration Sugarcane

Table 4. Sugar Cane Production and Area Area in 2013-2015, Sugar Cane Production Increase Acceleration Program, shows that sugar cane area increased when the Sugar Cane Production Increase Acceleration Program was implemented. In 2012 there was an area of 451,191 ha of sugarcane plantations, increasing to 477,122 ha in 2014 then decreasing in 2015 to 445,650 ha. The cumulative area increase for 2 years was 25,931 or grew by an average of 0.5% per year. While the increase in production fluctuated. However, it still provides growth of 0.4% per year.

Several researchers said that the Acceleration Program implemented by the Ministry of Agriculture had a positive effect on the development of sugar cane areas and production.

Research by Darmawan et al (2009) shows that the Acceleration Program for Increasing Sugar Cane Production is able to increase national sugar production. Growing the interest and enthusiasm of farmers to dismantle their keprasan plants to be replaced with new plants which are termed as unloading ratoon activities. Keprasan plants are dismantled, replaced with new plants / plant canes. New plants come from superior seed breeders in stages. Namely superior varieties of sugarcane seeds that are suitable for planting, so as to increase national sugar production.” Dwinastiti's research (2009) on the 2002-2007 National Sugar Productivity Improvement Acceleration Program in East Java. The results show (1) East Java's sugar production target of 1.2 million tonnes in 2007 was achieved due to the success of the Unloading Ratoon Program. (2) The impact of the Bongkar Ratoon program in East Java in terms of the average before and after the program on the milled area, sugarcane production, sugarcane productivity, sugar production, sugar productivity has a positive impact.

The results of Harmatoni's research (2014) on the Sugar Cane Production Increase Acceleration Program in North Lampung show: "(1) Sugarcane farmers in North Lampung Regency after participating in the sugarcane acceleration program benefit based on total costs starting from the first year to the fourth year of sugarcane farming, (2) Sugarcane farming in North Lampung Regency after participating in the sugarcane acceleration program has competitiveness, (3) Based on the qualitative analysis that has been carried out, ten priority strategies for developing sugarcane farming in North Lampung Regency are obtained." The five main strategies are: (a) developing the potential of existing sugarcane farming land, (b) the government needs to establish policies that regulate the right time to import and strictly control the marketing of imported sugar to the industry; (c) conducting counseling regarding the process of processing sugarcane by-products so that it is optimal for additional income for farmers and increasing the amount of land for cultivation of sugarcane which is increasingly limited, (d) the government should better monitor the import quota for refined sugar and regulate imported sugar factories whose legal status is unclear, (e) establish partnerships with sugar factories and establish programs that continue to support in increasing sugarcane production such as a farmer assistance program to supply sugar cane through sugar factories.

Conclusions

In this study resulted in the following conclusions

1. Government policies play a very important role in the development of sugar cane as a raw material for sugar production.
2. Presidential Instruction No. 9 of 1995 was able to significantly increase the area and production of sugarcane. The sugar cane area before the Presidential Instruction was 104,770 ha. After 20 years of its implementation, it has increased to 420,630 ha with an average growth of 15% per year. Sugarcane production before the Presidential Instruction

was 7,895,276 tons, 20 years after the Presidential Instruction was 30,096,060 tons with an average growth of 14% per year.

3. A government policy is needed to continue the Unloading Ratoon Program because the current condition of people's sugarcane cultivation is ratoon which is repeated 5-7 times kepras. Besides that, there is also intensification in the form of the Rawat Ratoon Program.
4. This research can be continued in the 2015-2022 period through efforts to evaluate the Role of Government Policy for the most recent period.

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