



PARTNERSHIP OF GARLIC FARMERS AND IMPORTERS IN KARANGANYAR REGENCY

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ABSTRACT

Garlic planting program is the implementation of Republic of Indonesia Minister of Agriculture's Regulation Number 16 of 2017 about Horticultural Product Import Recommendation (RIPH). This garlic planting program was conducted by importer along with partner farmer group in Sepanjang and Nglebak Villages, Karanganyar Regency in 2018. The objectives of research are to describe the implementation of Republic of Indonesia Minister of Agriculture's Regulation Number 16 of 2017 in the program conducted by importer in Karanganyar Regency and to study the implementation of garlic planting partnership program conducted by importer based on CIPP evaluation. The research method used was descriptive qualitative one. The result of research shows that the implementation of Republic of Indonesia Minister of Agriculture's Regulation Number 16 of 2017 by importer along with farmer group in Sepanjang and Nglebak Villages was conducted with 128 participants and 18.1 Ha land width. Evaluation on the garlic planting partnership program between importer and farmers in Sepanjang and Nglebak Villages using CIPP does not achieve result as targeted. The implementation of garlic planting is not as planned. Poor quality of garlic seeds and planting period incompatible to the condition of Tawangmangu Sub District area made this program failed and unsustainable.

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1. INTRODUCTION

Garlic consumption in Indonesia increases from year to year with the highest consumption occurring in 2018, 627.2 thousand ton or increasing by 9.05% from that in previous year. Garlic consumption grows by 7.14% per year on average [1]. Indrayani and Swara state that 90% of garlic need in Indonesia is sufficed by import and it implies Indonesia's very high dependency on garlic import [2]. The volume of garlic import keeps increasing up to 587.94 ton in 2018 [1]. Data of Food and Agriculture Organizations shows that Indonesia is on the first rank for the country with the largest garlic import in ASEAN (Association of Southeast Asian Nations) with the average garlic import volume of 481.01 thousand ton or contributes by 56.99% in 2013-2017. The garlic planting partnership program is the one launched by Indonesian government in the attempt of improving garlic plant productivity in line with the objective of Agricultural Ministry targeting Indonesia to be able to suffice its need for garlic itself in 2021, corresponding to Minister of Agriculture's Regulation Number 16 of 2017 about Horticultural Product Import Recommendation (Indonesian: *RekomendasiImporProdukHortikultura* or RIPH) published by Ministry of Agriculture. This regulation contains clauses stating that garlic importers should obligatorily plant garlic in their country 5% of total import filed. The garlicplanting partnership program is conducted by private/importer under guidance and supervision of sub district extension officer along with partner farmer group.

Sepanjang and Nglebak villages are the one having participated in garlic planting partnership program in Karanganyar Regency and coordinated through farmer group alliance (*GabunganKelompokTanior* GAPOKTAN) of both villages.

Farmers' perception on garlic planting partnership program in Sepanjang and Nglebak Villages belongs to disagree/poor category [3]. Actual condition shows that the partnership occurring does not achieve the result as planned. The farmers encounter harvest failure due to, among others, poor seed given by importer. Farmers obtain 40% result only and the program is unsustainable. Importers and farmers as the parties in the partnership should undertake right and obligation specified in order to achieve their objective.

The implementation of importer-farmer partnership program faces so many constraints, one of which is the compatibility of partnership implementation to the regulation governing the importer's obligation to contribute to planting garlic in the country. Evaluation is conducted to find out the extent to which the program's objective has been achieved. Evaluation is an action of making decision to assess an object, a condition, an event, or a certain activity observed. Based on the background, this research aims to describe the implementation of Republic of Indonesia Minister of Agriculture's Regulation Number 16 of 2017 about Horticultural Product Import Recommendation (RIPH) in the program undertaken by importer in Tawangmangu Sub district, Karanganyar Regency, and to study the implementation of garlic planting partnership program held based on evaluation on *context, input, process dan product*.

2. RESEARCH METHOD

This research employed a descriptive qualitative approach. The location of research was selected using purposive method, i.e. Sepanjang and Nglebak Villages in Tawangmangu Sub district, Karanganyar Regency, because the villages implement garlic planting partnership program along with importer. The informants of research consisted of partner farmers, officer of Karanganyar Regency's Agriculture office and Agricultural Extension Officer (PPL) of Tawangmangu Sub district taken using purposive sampling technique. Data type and source used in this research consisted of primary and secondary data. Primary data was obtained through in-depth interview and observation on research location, while secondary data was obtained through documentation of partnership agreement and monograph of research location. Data validation was carried out using source and method triangulations. Data analysis was conducted using Miles and Huberman's model consisting of three activities occurring simultaneously data reduction, data display, and conclusion drawing or verification. The chart of data reduction, data display, and conclusion drawing/verification is shown in the figure below.

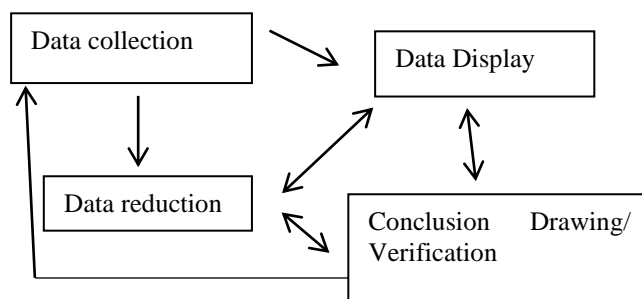


Figure 1. Components of data analysis based on Miles dan Huberrman's Model

3. RESULTS AND ANALYSIS

The Implementation of Minister's Regulation Number 16 of 2017 about Horticultural Product Import Recommendation by Importer in Tawangmangu Sub District of Karanganyar Regency

The implementation of policy is a study leading to the process of implementing a policy and a very important stage in policy structure, because this procedure can affect the successful policy process to achieve the objective entirely [5]. The target of policy is importer filing the application for garlic import. The provision to be undertaken in this policy is contained in Director General of Horticulture's Decree Number 221/Kpts/HK.320/D/5/2017 about technical instruction of garlic development implementation by importers of horticultural product. This policy information is socialized directly by Ministry of Agriculture to the target of policy, garlic importer.

Importers cooperate with farmers in Sepanjang and Nglebak Villages, with a total of 128 participants and 18.1 ha land width. The parties obligatorily plant garlic in the country should do so according to the procedure specified. The licensing procedure to get import quota is decided by the two interconnected ministries: Ministries of Agriculture and Trading. Agriculture office in this garlic planting program serves as facilitator, mediator, and supervisor to make everything



running well and as planned. Agriculture office of Karanganyar Regency is assisted by sub district agricultural extension officer in performing the program.

The implementation of Minister of Agriculture's Regulation Number 16 of 2017 about Horticultural Product Import Recommendation has some strengths. Firstly, the farmers get experience with planting garlic and they will plant it again more vigorously because they have received seed and money grants. This successful performance of garlic partnership program will increase production in the country. Meanwhile, this regulation implementation has some weaknesses: most importers make it as the precondition to doing import only, and it can endanger the price and the farmers because imported garlic has lower and better quality than the domestic one. Domestically produced garlic will not be competitive and it endangers the existence of garlic farmers so that they will not plant garlic anymore. The requirement of planting obligation of 5% in the country is considered as too low and too easy to the company.

The implementation of Minister of Agriculture's Regulation Number 16 of 2017 about Horticultural Product Import Recommendation through garlic planting program runs well according to the regulation in which importers have complied with the garlic planting obligation by 5% of total import quota filed. This program performs in accordance with the Director General of Horticulture's Decree Number 221/Kpts/HK.320/D/5/2017 about technical instruction of the garlic development implementation by importers of horticultural product. This program of importer and farmer partnership in Sepanjang and Nglebak Village of Tawangmangu Sub District of Karanganyar Regency performs as regulated, but in fact it is the example of failed garlic partnership in Karanganyar Regency as it does not benefit well the farmers, due to harvest failure.

Evaluation on the Garlic Planting Partnership Program in Karanganyar Regency

George C. Homans's exchange theory is used in analyzing the evaluation of garlic planting partnership program in Tawangmangu Sub district of Karanganyar Regency along with importers. This theory assumes that people are involved in a behavior to get reward or to avoid punishment. In other words, an individual will interact with others if it is considered as beneficial or can give reward. This theory is similar to partnership concept. Partnership is established based on mutual benefit between 2 or parties within it. Partnership will not be established when one of parties does not benefit from it [6]. Garlic planting partnership program is established based on the objective to benefit the parties mutually. The establishment of partnership is in accordance with exchange theory, because there is an objective to be achieved jointly. The objective of partnership is to enable the farmers to plant garlic in facing the shortage and the constraint of garlic cultivation in order to benefit the parties in the partnership mutually. This garlic planting partnership program is evaluated using CIPP (*Context, Input, Process, and Product*).

3.2.1 Evaluation on Garlic Planting Partnership based on Context Aspect

The context in this research includes geographical condition, farmers' experience with garlic farming, farmer need analysis, and access to participation becoming the choice in implementing partnership program. In the context of geographical condition, the garlic planting partnership region is at 927 and 863 meter altitudes on average, with temperature of 17-22 Celsius degree and air humidity of 80%. Regional topography includes hills and mountains that highly support garlic farming. It is in line with Sopian and Trimo stating that the precondition of good garlic growth is the *as* region at 700 – 1.100 m altitude with average temperature of 20°C – 25°C, and mean rainfall of 1.200 – 2.400 mm per year and loose and fertile soil. The condition of farming land, based on the result of observation, belongs to fertile category. It can be seen from the plants growing on the land. Meanwhile, in the context of farmers' experience, the partner farmers have understood well how to develop garlic farming according to their regional condition. The farmers have been experienced with it, from land cultivating to harvesting process. Farmers usually plant *Lumbuljo*-variety of garlic. Garlic planting period in Sepanjang and Nglebak is a year, from May to September. In farming, the farmers have been experienced with performing farming program. They admit that Agriculture office of Karanganyar Regency offers many programs every year. This experience is highly supporting, if it is implemented to the farmers who have ever performed the program despite non-partnership with company. In performing Garlic Planting Partnership Program, the partner farmers in Sepanjang and Nglebak Villages have understood what they will do.

The analysis of garlic farmers' need involves the expensive cost of garlic farming and the difficulty in finding seeds constituting the constraint the farmers faced in 2018 before performing partnership. Farmers admitted that garlic seed cost IDR65,000– 70,000 per Kg at that time with total average farming expense of 60 millions/Ha. Garlic seed used by farmers as seed is the one deriving from the same harvest period, so that when planted the seed will grow simultaneously and it will be maintained easily. Looking for this simultaneous seed is one of constraints for farmers in developing garlic farming. The low selling price of local garlic makes only few farmers plant garlic and most farmers prefer planting other commodities considered as more profitable and planted more easily. In the context of access to farmers' participation, the precondition imposed by importer companies to the farmers who are available to join the partnership program is those who have land to be used to plant garlic. Farmers admitted that they can meet the precondition to join the partnership. They have land ready to be registered and clear identity. It can be seen from the submission of Identity card and the preparation of land

when this program is accepted by the farmers. The participation of farmers in garlic planting partnership program is neither compulsion nor personal desire, but the consensus of all farmer group members to try it readily. The decision to perform this program is based on the farmers' desire to plant garlic without spending much capital because facilities and infrastructures have been provided. Farmers have high motivation in implementing and welcoming the program well because the farmers are in charge of planting and maintaining it only.

Considering the evaluation on garlic planting partnership between farmers and importers, viewed from the aspect of context, it can be concluded that the conditions existing in the region supports this implementation of program. Geographical condition of region and characteristic of farmers are the strength to support the performance of partnership program.

Table 1. Evaluation on Garlic Planting Partnership Program viewed from the Aspect of Context

No.	Indicator of Evaluation on Context Aspect	Actual Condition	Compatibility
1.	Geographical Condition	The planting program area has fertile land, temperature, and humidity compatible to plant garlic	Geographical condition available meets the precondition of garlic growth
2.	Farmers' Experience with farming	Partner farmers are accustomed to planting garlic since before the partnership implementation. The farmers have been experienced with farming program implementation.	Farmers' experience support the program implementation
3.	Analysis of farmers' need	The average expense of garlic farming is 60 million/Ha and it inhibited the farmers from doing so before participating in partnership.	The presence of partnership helps the farmers
4.	Farmer Participation	The farmers' participation in planting partnership program is based on all members of farmer group's consensus to try planting garlic readily.	The compactness of farmer group affects the farming motivation

3.2.2 Evaluation on the Garlic Planting Partnership based on Input Aspect

The aspect of input involves the role of parties in the partnership, the relationship between importer companies and partner farmers, and facilities and infrastructures. The roles of individual parties in the partnership have been specified in MOU (*Memorandum of Understanding*) in which their own rights and obligations have been approved. Importer companies serve to provide facilities for the farmers to perform their farming. The partner farmers serve as the executor of activity. The farmers admitted that the main activities they should do range from land cultivation from post-harvesting period. Based on the result of documentation, the rights and obligations of importer companies as the first party and partner farmers as the second party are elaborated as follows:

1. The rights of First Party (Importer)
 - a. Receiving the list of farmer group members who plant garlic as enclosed and coordinated by the Second Party, and being available to attend the cooperative program between First Party and Second Party completely along with the data of land width and garlic seed need.
 - b. Verifying the list of farmers who will attend the cooperative program of garlic planting
 - c. Being entitled to receive the return of dry garlic seed from the Second Party following harvest period in the planting season of 2018 in the quantity equal to that given by the First Party to the Second Party and to use it for the garlic planting activity in 2019.
 - d. Receiving the residual harvest output to be divided with ratio of 20%:80% for the first party and the second party, respectively
2. The obligations of First Party (Importer)
 - a. Providing and giving garlic seed grant to the Second Party, according to the First Party with an assumption that the need for garlic seed is 500 kg/hectare.
 - b. Giving the Second Party the cash grant for the maintenance cost for one season, IDR 16,000,000/hectare
 - c. Providing technical guidance needed by the second party to perform the garlic planting successfully.
3. The Rights of Second Party (Partner Farmers)
 - a. Receiving garlic seed loan from the First Party according to the Second Party's need based on an assumption that the need for garlic seed is 500 kg/hectare.



- b. Receiving cash grant for maintenance cost during one planting season as much as IDR 16,000,000/hectare from the Second Party.
- c. Receiving technical and administrative guidance from the First Party that is necessary to implement the garlic planting partnership successfully
4. The obligation of Second Party (Partner Farmer)
 - a. Providing individually owned/hired land or field for the planting season of 2018-2019, just like the list of location enclosed based on the proof of land ownership documents that have been verified by the first party and validated by Chairperson of Farming and Food Service Office of Karanganyar Regency.
 - b. Giving statement to ensure that the land included into cooperative program is not in dispute condition and or free of collateral confiscation and being accountable for the legality of land data.
 - c. Planting and maintaining garlic as well as possible
 - d. Storing dry garlic for the First Party in the quantity equal to that given by the First Party to the Second Party to be used for the garlic seed planting activity in 2019.
 - e. Receiving the residual harvest output to be divided with ratio of 20%:80% for the first party and the second party, respectively, after the reduction of seed loan of 500 kg/hectare.
 - f. The Second Party is accountable for this cooperative agreement, including anything pertaining to the criminal law.

The agricultural extension officer (the officer) serves to find the farmer group which is willing to implement partnership program. The farmers admitted that the officer is the one giving offer to the farmers and to bridge the farmers and the importers. The written cooperative agreement contains some weaknesses, one of which lies on the obligations of First Party in point a not mentioning clearly what kind of seed to be given; it should mention that the seed delivered will be in good quality and when it will be delivered following the approved agreement. Point c stating "providing technical guidance needed" does not mention what time the guidance will be given to the farmers in the implementation of farming. This technical guidance is very useful to the successful farming implemented by the partner farmers. Another weakness lies on absence of certain marketing insurance so that the farmers' product has unclear marketing.

In the aspect of relationship between importer and partner farmer, the early program planning runs well, but in its progress, the relationship becomes not good. The farmers admitted that they feel unconsidered and left to work themselves in the program implementation. The partner farmers trust poorly the importers in this partnership program because they thought that they were exploited by the company to meet the precondition of import. Communication is not well established between the two and this program runs with top down pattern. The farmers could not communicate directly with the company. The company communicated with the farmers through extension officer only. It made the farmers find restriction in establishing harmonious communication, leading to the farmers' negative perception on the company.

In the aspect of facilities and infrastructures, the need is provided by the importer company as the first party in this partnership. The farmers said that facility and infrastructure grant was given to the partner farmer in the form of *lumbuijo* variety of garlic and cash for the expense of farming from land cultivation to harvesting period. The seed given to the farmers was 500 kg/hectare and in not good quality because the seed has not been dormant so that it was not ready to plant. The seed is given untimely. The fund of IDR 16 million/hectare was given to the partner farmers when the seed has been given and the farmers admitted that it was adequate to perform their farming activity from land cultivation to harvest.

From the evaluation on the aspect of input, it can be concluded that individual parties have distinctive roles as mentioned in the cooperative agreement. The parties approved to implement the agreement jointly, and the facilities and infrastructure given are expected to help the farmers, in this case in accordance with exchange theory stating that the parties in the cooperation are benefiting and rewarding each other. Originally the relationship is established well between the parties in the partnership, but in its progress it became not good due to limited communication access and partner farmer's poor trust in the company. It is not compatible to the principle of partnership.

Table 2. Evaluation on Garlic Partnership Program viewed from the Aspect of Input

No.	Indicator of the Evaluation on the Aspect of Input	Actual Condition	Effect
1.	The role of parties in partnership	The roles of importer company and partner farmers have been written clearly in the MoU and mutually approved	Facilitating the process of implementing garlic planting partnership program because the obligations and the roles have been formulated respectively

No.	Indicator of the Evaluation on the Aspect of Input	Actual Condition	Effect
2.	Relationship between PT. FajarMuliaTransindo and farmers	The not-good relationship is established between importer and partner farmers	Affecting the performance of garlic planting partnership program because the parties are not connected well to each other
3	Facility and infrastructure	Facility and infrastructure provided include 500 Kg/ha garlic in non-dormant condition Facility and infrastructure provided include cash of IDR 16 million/ ha for funding the garlic farming	The seed planted cannot grow well Fertilizer and pesticide used for garlic farming are guaranteed

Evaluation on Garlic Planting Partnership Program viewed from the Aspect of Process

3.2.2.1 Socialization

The implementation of garlic planting partnership program started with socializing what the program is and how the program will be implemented. The first socialization was conducted by the importer through agricultural extension officer to the enlisted partner farmers. The socialization was conducted in the houses of farmer group heads. This socialization utilized brochure containing the rights and the obligations of the parties and the procedure of implementation. The result of interview with the farmers shows clearly how they performed the program. In addition, what have done by the farmers has been compatible to the socialization they got. Then, the heads of farmer groups as the representatives were convened to sign MoU. This meeting involves the parties including partner farmers, importer, agricultural extension officer, and Agriculture office of Karanganyar Regency. In this meeting, the socialization was done directly by importer concerning the program to be implemented. The partner farmers knew who have come to represent their farmer group to sign the MoU. The members of farmer groups trust in and communicate well with each other.

3.2.2.2 Implementation

This garlic planting was incompatible to planting season and the seed to be planted was distributed late, making the farmers plant the garlic in inappropriate planting season. The garlic seed given is in mixed condition, dormant and non-dormant, and thereby it was not ready to plant. The seed was delivered to the houses of farmer group heads. The mechanism of distribution was as follows: after the seed arrived, all members were convened to take the seed according to the land they will plant. Each of 1 Ha-wide land received 500 kg seed. This seed coming late lowered the farmers' motivation because they should wait for the arrival of seed uncertainly while they have emptied the land since 3 (three) months before. The farmers could not provide the seed first with their own fund because it was difficult to find and costly.

The fund grant of 16 million/Ha given was then withdrawn and distributed to the members of farmer groups. The cash capital was delivered following the delivery of seed. It can be seen that the farmers cultivated the land first with their own fund. The capital grant was used for farming production facilities including land cultivation, fertilizer and pesticide. The cash withdrawal was made gradually as necessary; the farmers admitted that the cash was given gradually. The cash withdrawal was made when the farmers will buy fertilizer or pesticide. The importer gave the farmers a freedom to sell their garlic products to other companies or parties. The main constraint faced by the farmers in the garlic planting partnership implementation was related to non-standardized seed quality. The non-simultaneously dormant seeds result in poor growth. The poor growth made the partner farmers treat garlic plant less maximally. The farmers admitted that the non-simultaneously growing garlic made them cultivate and fertilize and it difficultly. Another constraint was related to the planting season incompatible to the Tawangmangu sub districtregion. The appropriate planting season for garlic commodity in Tawangmangu is in May, June, July, and August and harvesting season in September. The signing of MoUand the late seed delivery affected this schedule of farming activity. The farmers said that they kept planting garlic despite their knowledge on the indicator of potential harvest failure because they have been bond to the agreement.

3.2.2.3 Training, Extension, and Monitoring

In this implementation of garlic planting program, the farmers did not get training and extension from the importer company, and thereby they broke the provision of MoU. The partner farmer said that following the delivery of cash and garlic seed, there was no contact at all between the company and the farmers. They found difficulty to communicate with the company because there have been no face-to-face meeting between them and the company asked the extension officer to be an intermediary between them. The company did not give solution to the constraints the farmers faced. The company's



inadequate attention and monitoring to the farmers as if made this program ended itself. From the evaluation on the aspect of process, it can be concluded that partner farmers and importers have done their own obligations. In this process, there were some constraints: late seed delivery, poor quality of seed, incompatible planting season, and no solution to the constraints occurring. In relation to the principle of partnership, these are very incompatible. The absence of strong commitment between partners can lead to the failed partnership activity.

Table 3. Evaluation on Garlic Planting Partnership Program viewed from the Aspect of Process

No.	Evaluation of the Aspect of Process	Indicator	Actual Condition	Effect
1.	Socialization	<p>Socialization about garlic planting partnership program</p> <p>The Implementation of First Party (Importer)'s Obligations</p> <ul style="list-style-type: none"> Garlic seed grant of 500 kg per hectare Cash grant of IDR 16,000,000 per hectare for one-season maintenance expense Providing technical guidance necessary to the second party <p>The Implementation of Second Party (Partner Farmers)'s Obligations</p> <ul style="list-style-type: none"> Providing land as mentioned in the list of location enclosed Giving statement to ensure that the land included into the cooperative program is not in dispute condition and or free of collateral confiscation and being accountable for the legality of land data 	<p>Socialization is conducted by involving all members of partner farmers with the material of program to be implemented</p> <p>Implemented untimely and poor quality of seed</p> <p>Distributed through bank account on behalf of farmer group heads to be distributed to their members later</p> <p>No technical guidance implemented to the partner farmers</p> <p>Implemented well</p> <p>Implemented well</p>	<p>All members of partner farmer understand the program implemented</p> <p>Farmers perform their farming activity later than the planting season; thus, the seed cannot grow well.</p> <p>Farmers buy fertilizer and pesticide with the money given</p> <p>Farmers feel unconsidered and their farming activity is not successful</p> <p>The fulfilled precondition to attend the garlic planting partnership program with the importer company</p> <p>The fulfilled precondition to attend the garlic planting partnership program with the importer company</p>
2.	Implementation	<ul style="list-style-type: none"> Planting and maintaining the garlic cultivation as well as possible Storing dry garlic for the First Party in the quantity equal to that given by the First Party to the Second Party to be used for the garlic seed planting activity in 2019 Receiving the residual harvest output to be divided with ratio of 20%:80% for the first party and the second party, respectively, after the reduction of seed loan of 500 kg/hectare Summary of CPCL and identity of partnership members The second party is accountable for this cooperative agreement, including anything pertaining to criminal law. 	<p>The farmers keep planting garlic despite poor quality of seed given</p> <p>The farmers keep storing the right not belong to them but they will not plant it in the following year, because the seed has been damaged</p> <p>Not sharing the profit as specified because the profit is not much</p> <p>Implemented well</p> <p>Farmers implement it according to the written regulation</p>	<p>There are some garlic farming growing</p> <p>Unsustainable Program</p> <p>Unable to share profit</p> <p>Garlic planting program does work</p> <p>Garlic planting program does work</p>
3	Training, Extension, and Monitoring	The implemented training, extension, and monitoring	No training, extension, and monitoring are provided	Partner farmers do not get solution to deal with the constraint

3.2.4 Evaluation on the Garlic Planting Partnership Program based on the Aspect of Product

3.2.4.1 The yield of Farming production

The result of farming in this partnership program indicates failure due to poor quality of seed and untimely planting season. The partner farmers admitted that the garlic they planted did not grow well and had very low productivity. The garlic productivity did not reach the expected target, less than 1 ton on average. The non-simultaneously growth of plant

lowered the farmers' motivation to maintain the growing ones. Only less than 50% of garlic plants did grow and all of them could not survive due to weather factor.

Profit sharing as written in MoU between the importer company and the partner farmers are 80% for the farmers and 20% for the importer company, but after the implementation, the farmers did not repay to the importer company because they had harvest failure. The output the farmers got is not equivalent to the seed plant. The farmers did not will to repay because they feel harmed by the importer company. Some farmers got profit from garlic farming and repaid the grant despite less than 20% collectively. However, the garlic collected was not taken by the importer company and damaged in the house of a farmer where it was collected. The achievement of objective in this garlic planting partnership program can be seen from two sides: importer and farmer. The importer company successfully performed garlic planting program by 5% of total import quota specified; thus it could meet the precondition to import garlic. But viewed from the farmer side, this program could not achieve its objective successfully; although everything has been implemented, this program could not help the farmers.

3.2.4.2 Farmers' Satisfaction with the Partnership

The partner farmers' satisfaction can be seen from their opinion following the end of program and the sustainability of partnership in the future. The partner farmers admitted that they were dissatisfied with the program and felt having loss. The loss intended is that they should be able to plant their land with other more profitable plants, but they yielded nothing. Although the farmers have been failed in implementing the garlic planting program, they keep continuing their farming activity. To them, failure is an ordinary thing and their mentality has been forged by their previous experiences. As a result, the farmers' trust is lowered in the following partnerships. The cooperation performed by the importer company also leads the farmers have negative perception other importers who will invite them to cooperate. The farmers become more selective and particularly the farmers in Sepanjang Village have not established any other partnership yet. The evaluation viewed from the aspect of product shows that the farmers did not get yield as planned. They feel disadvantaged with this partnership. The yield of farming incomparable to the land width planted was due to the constraints in the aspect of process; thus, the plant could not grow optimally. The farmers did not share the profit with the company, because they had loss. This partnership did not make the farmers satisfied and even had negative opinion on the partnership.

In exchange theory, there is a preposition that the higher the reward obtained or to be obtained, the higher is the probability of a behavior to be repeated and the higher the cost or punishment threat to be obtained, the lower is the probability of a behavior to be repeated. It can be seen from the garlic planting partnership program with the farmers sending itself, so that it is not continued in the next years. The farmers are authorized fully to decide whether or not the partnership will be continued. The farmers do not continue the cooperation with the importer company because they think that they do not get profit so that it is less possible for the similar behavior to be repeated. In reality, the garlic planting partnership program between importer and farmers worked not as planned, so that this program failed.

Table 4. Evaluation of Garlic Planting Partnership viewed from the Aspect of Product

No.	Indicator of Evaluation on the Aspect of Product	Actual Condition	Effect
1.	Yield of Farming Production	Yield of farming does not reach the target, 6 ton per hectare The activity is implemented according to the procedure specified The activity implemented does not reach the specified result	Farmers have loss and cannot share the profit with the importer company The importer company can file the application for garlic import The farmers get nothing from the activity implemented
2.	Satisfaction	Farmers are not satisfied with the partnership implemented	The farmers have trauma with participating in cooperation The farmers will receive the cooperative offering more selectively The cooperation cannot be continued in the following years

4. CONCLUSION



The implementation of the Minister of Agriculture's Regulation Number 16 of 2017 about the Horticultural Product Import Recommendation (RIPH), the Garlic Planting Program, has been conducted by the importer in 2018 with a total of 6 (six) farmer groups in Karanganyar Regency (involving 128 farmers with 18.1 ha-wide land). This partnership program was implemented according to the Director General of Horticulture's Decree number 221/Kpts/HK.320/D/5/2017 about Technical Instruction of Garlic Development Implementation by the Importer of Horticultural product. This program worked as planned but failed, so that it cannot be implemented sustainably. The result of evaluation on the Garlic Planting Partnership Program between the importer and the farmers shows no result as targeted. The implementation of garlic planting was not as scheduled. The main constraint faced was related to poor quality of garlic seed and planting season incompatible to the condition of Tawangmangu subdistrict region. This harvest failure precludes the farmers from establishing more cooperation with other importer company.

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