The policy of Tanete Village government to create conducive laying chicken farm business climate

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Abstract. The effort made by the government and all stakeholders in the field of farming is farmer empowerment individually, collectively and with synergy by providing various facilities so that the farmers can produce quality and competitive products, which in the end will lead to welfare for the farmers and their families. Therefore, a study was performed on the policy of Tanete Village government to create conducive laying chicken farm business climate. The present study was performed in Tanete Village, Maritengngae Sub-district, Sidenrang Rappang Regency, South Sulawesi, Indonesia on July–September 2019. The research method was qualitative method without phenomenological type. The collected data was primary data and secondary data and the methods were observation, document review, and interview. The informants were determined by purposive technique. Then, data analysis was performed by data reduction, data display and conclusion drawing/verification. The research on the policy of Tanete Village government to create conducive laying chicken farm business climate concludes that: (1) business certainty by providing equal opportunities for everyone who wants to start laying chicken farm; (2) ease in farming business registration service since as of today, there is no application for laying chicken farm business license turned down by the village government; (3) no unhealthy business competition due to poultry association which supports harmony among the businesses, thus creating conducive and uniform egg price; (4) good health status of the animals due to cooperation between the farmers and department of farming, as well as the roles of the business partners in managing biosecurity.

1. Introduction

Public policy is a decision that is intended to overcome certain problems, to carry out certain activities, or to achieve certain goals carried out by government agencies that are authorized to carry out the tasks of state government and national development. In compiling the policy agenda there are three activities that need to be carried out namely, (1) building perceptions among stakeholders that a phenomenon is really considered a problem, (2) setting boundaries of the problem, and (3) mobilizing support so that the problem can be included in the agenda government [1].

Public policy is as follows: Public Policy is whatever the government chooses to do or not to do (public policy is what the Government sets to do or not do). Even though this limitation is felt rather appropriate, but this limitation does not sufficiently recognize that there may be a significant difference between what is decided by the Government to do and what is actually done by the Government [2].
The nature of public policy or public policy is a decision determined by a government official or an authorized party with the aim of meeting the interests of the people (public interest). Where the interests of the people is a whole of the integration and crystallization of opinions, desires and demands of the people [3].

Implementation can be seen as a process of interaction between setting goals with actions tailored to achieve goals or the ability to make linkages of actions in a chain of cause and effect in order to achieve the desired results [4]. Implementation problem is assumed as a series of decisions that need to take action in achieving goals so a systematic approach is needed to achieve efficiency and effectiveness. One approach model developed by several experts is a rational model (top-down) that identifies the factors that make implementation it works. As stated by Parson [5], in principle, this approach model refers to the understanding that implementation is a process of interaction between setting goals and actions to achieve those goals. This is basically the ability to build relationships in a causal chain so that policy can have an impact.

General government policy can be interpreted as anything related to government decisions, whether in the form of programs, regulations and others. A policy will run as expected if it is supported by a variety of factors, one of which is the accuracy of the selection of policies or decisions in accordance with public needs, and is driven by the support of participatory community responsibility towards a government policy, including obedience to laws and regulations.

According to Law No. 6 of 2014, the Village is a legal community unit that has territorial boundaries that are authorized to regulate and administer government affairs, the interests of the local community based on community initiatives, original rights, and/or traditional rights that are recognized and respected in the government system of the Unitary State of the Republic of Indonesia. Through the Village Law, the existence of the village government as part of the government structure is increasingly recognized as an independent village government and has the right to manage the potential of each village government [6]. Therefore, most village governments in Indonesia welcomed the enactment of law number 6 of 2014 concerning villages. Because the law places the village government as the subject of village development, the village government has the principle of broad autonomy, and the village government has broad authority in regulating village governance according to their respective potentials [7].

Village government policy is one of the legal products because every village government legally has that authority, even though it is small and local that covers the village administration area itself. By law, formal policies at the village level are stated in the form of village regulations. In terms of statutory and constitutional structure, village regulations are a form of follow-up and elaboration of higher regulations, not to exercise autonomy independently, but the responsibility for village autonomy remains under the authority and supervision of the city/district government. Nevertheless the village has the right and authority to participate in determining the direction of national development in general and the development of the village itself specifically [8].

The village government formally has the authority to make regulations that are formal and have a legally binding force in the form of village regulations, but regardless of the formality point of view, each village traditionally has local wisdom in every village problem resolution. Therefore, the village government as a formal state institution does not necessarily have to carry out raw any operational standards and state provisions in general. But the village government must wisely adjust and position itself with the wisdom and norms that exist in an area, especially since each region has different wisdom, therefore each state institution at the lowest level must have flexibility in carrying out its duties and government function. This is the background of a policy, program or any form of village government decision that does not have to be formally binding village regulations based on positive state law. However, the village traditionally has its own norms in every village problem solving that aims to determine the direction of village development itself, but it is still hoped that the village government can play an active role as a form of implementation of government tasks and functions namely service functions, facilitators and initiators of solving public problems in the scope of the
village itself is both formal and informal, because it basically returns to the primacy of effectiveness in each form of policy in achieving its goal of bringing the community towards better development [8].

One of the important sectors in rural development is the livestock sector which increases the quality of superior human resources, increases the income of the community, preserves the environment and increases the country's foreign exchange. Animal Husbandry Business covers the upstream, aquaculture, and downstream sectors. Livestock farming businesses often have to bear large business risks with a small profit value, while business activities in the upstream sector, for example the provision of production facilities, and the downstream sector, for example processing and marketing of the results carried out by large-scale businesses always enjoy profits [9].

Livestock business activities, especially livestock farming in Indonesia are mostly carried out by farmers with a limited business scale. Farmers as one of the backbones in meeting the food needs of animal origin, industrial raw materials, and services need to be empowered through the provision of facilities to run their businesses to be able to be independent and develop to improve their welfare [9].

Farmers as the main actors in the livestock cultivation business need to be registered and empowered. Empowerment is all efforts made by the government and regional governments and all stakeholders, individually or together and in synergy by providing various facilities so that the Farmer can produce quality and competitive products which will ultimately provide welfare for the Farmer and his family [9].

Provision of facilities include: access to sources of financing and capital; science and technology and information; business area development; Animal Husbandry services, Animal Health services, and technical assistance; partnerships and synergies between business actors; avoidance of imposing high cost economics; creating a conducive business climate and increasing entrepreneurship; utilization of domestic resources; promotion and marketing; as well as price protection for Livestock and Animal Products. Based on the above, it is necessary to regulate the Empowerment of Farmers in Government Regulation [9].

Village Community Empowerment is an effort to develop community independence and prosperity by increasing knowledge, attitudes, skills, behaviour, abilities, awareness, and utilizing resources through the determination of policies, programs, activities, and assistance in accordance with the essence of the problems and priorities of the needs of the village community.

Tanete Village as a research location consists of 3 Hamlets namely Tanete Hamlet 1, Tanete Hamlet 2, Tanete Hamlet 3 is a village located in Sidenreng Rappang Regency with a livelihood of 45.66% of the livestock farming business with 99.43% livestock species are species laying hens. The business of laying hens in Tanete Village has been carried on from generation to generation, so that since decades ago until now raising laying hens has become the main livelihood for residents of the Tanete Village community. Based on this, a study was carried out on the policy of the Tanete Village government to create laying chicken farm business climate.

2. Methodology
This research was conducted in Tanete Village, Maritengngae Sub-district, Sidenrang Rappang Regency (Sidrap), South Sulawesi Province, Indonesia on July-September 2019. The research method used was a qualitative method, with the type of phenomenological research that is by observing and analysing the focus of the phenomenon to be studied, who see various subjective aspects of the behaviour of the object of research (expressing symptoms or phenomena in a whole and contextual way through data collection and as a key instrument is the researcher himself).

Data collected in the form of primary data is the results of interviews to answer research problems and to supplement data obtained from these sources of information, then need to be supported by secondary data. Secondary data obtained are supporting data and information in this study in the form of documents that provide confirmation or sharpen conclusions about the focus of the study. Furthermore, researchers conducted data mining by conducting in-depth interviews with objects or informants in the study, as well as making direct observations about how the research object interpreted its experiences to others.
After that, analyzing the data is done by basing on the assumptions of the answers to the research questions that have been made, through the stages in the form of research objectives to be achieved. In this case the process of data analysis activities includes a) the stage of data collection, b) reducing data to get the main themes that are considered to have relevance to the research problem, c) data assessment, which is carried out by categorizing primary data and secondary data with the recording system relevant, d) interpret the data, which is done by critically analyzing the data collected and finally comes to a conclusion. The next step is to formulate the results of the study so that the data obtained can be a conclusion, as an answer to the research question. This is consistent with Saldana et al. [10] that in qualitative research data processing and analysis are inseparable activities. This can be seen in the stages of qualitative data analysis, namely data reduction, data presentation and drawing conclusions/verification [10].

3. Result and Discussion

3.1. A brief overview of Tanete Village

Desa Tanete was officially established after splitting from Allakuang Village in 1992 to become a Definitif Village marked by the direct election of the Village Head by the community consisting of 3 Hamlets, namely Tanete Hamlet 1, Tanete Hamlet 2, Tanete Hamlet 3 [11]. Distance to the capital of Marintenggae District is 4.8 km, distance to the capital of Sidenrang Rappang Regency is 5.5 km, distance to the capital of South Sulawesi Province is 193 km, with a travel time to the District and District capitals ± 15 minutes. The area of the village is 9.11 km² with the use of land including 642.20 Ha of paddy land, 208.81 Ha of moor, 34.58 Ha of yard, 6.71 Ha of meadow, 2.55 Ha of pond [12].

Total occupied Tanete Village 3,214 people, consisting of 1,634 men and 1,580 women; with a number of Households 751. The Village Government in supporting the process of running the village government already has 1 village institution namely the Village Community Resilience Institute (LKMD), 1 Youth Group, 2 Water User Farmers’ Groups (P3A), 15 Farmers Groups. As for the business fields in the village of Tanete more clearly can be seen in the table 1.

| Business fields                   | Amount (people) |
|----------------------------------|-----------------|
| Agriculture Foodstuffs           | 611             |
| Animal Husbandry                 | 594             |
| Fisheries                        | 1               |
| Plantation                       | 15              |
| Trade                            | 48              |
| Industri                         | 4               |
| Transportation and Communication | 3               |
| Government                       | 25              |

Source: Maritenggae Sub-district in figures 2019 [12].

Sidrap Regency besides being known as a city of rice, Sidrap is also famous as an egg producer. The biggest population of laying hens in South Sulawesi is in Sidrap Regency, while the largest population in Sidrap Regency is in Tanete Village, Maritenggae District. Laying chicken farms in Tanete Village, Maritenggae Sub-district, Sidrap Regency have a strong influence that has a positive impact on the lives of the surrounding communities, namely employment, sources of community income, and increased food availability. In addition, it also has a negative impact that there is a pungent odor, waste food waste, chicken manure waste [13]. While the number of livestock and poultry in Tanete Village are shown in table 2.
It was further stated that the positive impact of the existence of laying chicken farms in Tanete Village, Maritengngae Sub-district, Sidrap Regency can be detailed based on the results of a Focus Group Discussion (FGD) study of 40 people in the Tanete Village community. They have the right to choose 7 answers to the impacts that have been mapped previously which are categorized as the impact of the existence of laying chicken farms, covering 37.5% of job opportunities, 87.5% of reducing unemployment, 87.5% of basic work, 87.5% of income generation, 100% of people's lives becoming more prosperous, 75% easier to consume eggs and chicken meat, and 62.5% improvement in food nutritional quality [14].

Table 2. Number of Livestock and Poultry by Type in Tanete Village, Maritengngae Sub-district, Sidrap Regency.

| Type of livestock   | Amount (tail) |
|---------------------|---------------|
| Cow                 | 172           |
| Buffalo             | 2             |
| Goat                | 25            |
| Native chicken      | 3.025         |
| Laying chicken      | 610.500       |
| Duck/Manila         | 295           |

Source: Maritengngae Sub-district in figures 2019 [12].

Based on this, the government of Tanete Village has made efforts to implement the policy of Government Regulation of the Republic of Indonesia No. 6 of 2013 concerning Empowerment of Animal Husbandry with the aim of increasing self-reliance, providing facilities and business progress, and increasing the competitiveness and welfare of Farmers. This is based on Government Regulation of the Republic of Indonesia No. 6 of 2013 concerning Animal Empowerment Article 23 states that a conducive business climate for Farmers includes: (a) business certainty; (b) facilities in the Livestock Business registration service; (c) the absence of unfair business competition practices; and (d) maintaining good Animal Health status [15].

Furthermore, Article 24 states that in order to create a conducive business climate as referred to in Article 23: (a) The Minister determines the place of entry of production facilities, livestock and animal products from abroad to protect livestock resources and cultivation from various animal diseases caused by traffic animals and animal products in accordance with the capability of quarantine action, protection of resources, and cultivation; and (b) Ministers, governors, and regents/mayors in accordance with their authority to determine the Farmer Empowerment program, compensation for healthy animals based on guidelines for eradicating animal outbreaks must be depopulated to break the chain of spreading animal diseases, and facilitate farmers to diversify businesses [15].

3. 2. Creation of a conducive laying chicken farm business climate

3.2.1. Business certainty. Certainty to try is an absolute requirement for those who want to try. The Tanete Village Government provides equal opportunities to all residents who want to work, including the cultivation of laying hens. This is shown by the Village Government in giving permission to run a livestock business with the reason to improve the welfare of its citizens. This is in line with one of the objectives of the mandate of the 1945 Constitution is to advance welfare, and Law No. 6 of 2014 concerning Villages in particular efforts to develop independence and welfare of the community by increasing knowledge of attitudes, skills, behavior, abilities, awareness, and utilize resources through the establishment of policies, programs, activities, and assistance in accordance with the essence of the problem and the priority needs of the village community.

The policy of the Tanete Village government in providing equal opportunities for its citizens in the framework of Empowering Farmers to do livestock business does not only have an impact on welfare but can also be a special feature of the Tanete Village. This is in line with Government Regulation of
the Republic of Indonesia Number 6 of 2013 concerning Farmer Empowerment article 2 paragraph 1 that this government regulation regulates the provision of facilities in the framework of Farmer Empowerment for Farmers whose types and number of livestock are below a certain business scale that does not require a permit [15]. It was further stated that in the framework of providing business certainty and a sense of business justice, increasing business opportunities as well as efficiency and competitiveness of poultry farms in the era of trade globalization, a Presidential Decree Number 85 of 2000 concerning Revocation of Presidential Decree 22/90 was issued. Presidential Decree No. 85 of 2000 provides that the government no longer intervenes in the structure of the broiler industry, so that the government plays a more regulating role in the business of purebred chicken farming [15].

3.2.2. Ease in farming business registration service. Provision of facilities to farmers whose types and number of livestock are above a certain business scale that must have a permit are regulated in a separate Government Regulation. Provision of facilities to farmers as referred to in article 2 paragraph (1) includes:
   a. Accessing sources of funding, capital, science and technology, and information;
   b. Animal husbandry services, animal health services, and technical assistance;
   c. Avoidance of the imposition of costs that lead to a high cost economy;
   d. Fostering partnerships in increasing synergy between businesses;
   e. Creating a conducive business climate and/or increasing entrepreneurship;
   f. Prioritizing the use of domestic animal husbandry and animal health resources;
   g. Facilitating the establishment of a livestock business development area;
   h. Facilitating the implementation of promotions and marketing; and/or
   i. Protection of prices and animal products from abroad.

Tanete Village Government provides facilities to its citizens in obtaining livestock business services. But before that they must have a Certificate from the District Breeder Leader before having permission/introduction from the Village Office. The District Breeder Leader will survey the farm location to determine whether or not the surrounding environment is feasible if the laying hens are to be cultivated in that place. After the prospective breeder gets a permit from the District Breeder Leader, the next step is to get a certificate of business permit from the Village office and then the prospective breeder will get an Environmental Impact Permit Letter. After that, prospective farmers go to the Animal Husbandry Department to get a letter of introduction to get a Business Certificate from the Office of Investment and Integrated Services of One Door Sidenreng Rappang Regency. As for the completeness of the submission of this permit, prospective farmers have a Resident Identity Card, Family Card, Photo Pass, and fill out the prepared form. This is in accordance with the statement that in the implementation, before processing a Micro Small Business Permit (IUMK), the business actor must fulfil the following conditions: (a) Attach a cover letter from the RT or RW related to the business location; (b) Have a local identity card (KTP); (c) Have a Family Card; (d) Attach a 4 × 6 cm 2 colour photograph and (e) Fill out the IUMK form that has been provided [16].

Based on this and the results of observations that have been made, the Tanete Village Government provides convenience in the service of animal husbandry business registration. Even now there has been no application for a business permit for laying hens raising by the village government because the village government will always try to facilitate its citizens in improving their standard of living and welfare. This is in line with Presidential Decree No. 22/1990 concerning the Development of the Chicken Farming Business During 2 years 1989-1990 the poultry industry business moved to grow without government control. In the mid-1990s, the government issued a new regulation as stipulated in the Presidential Decree of May 22, 1990 concerning the Development of the Chicken Farming Business which states that: (a) The business of poultry breeding of no more than 15,000 birds, does not require a permit except to report to the local livestock service; (b) Large-scale business is permitted on condition that it must partner with people's businesses, where in a period of three years the portion of the people's business is greater, and at least 65 percent of production is for export
especially for FDI. Especially for large scale must ask permission from the Minister of Agriculture [17].

3.2.3. No unhealthy business competition practices. Animal Husbandry Business is a livestock farming business activity to produce food, industrial raw materials, and other community interests in a certain place continuously [15]. Furthermore, it is also stated that the Animal Husbandry Company is an individual or corporation, both in the form of a legal entity or not a legal entity, established and domiciled in the territory of the Republic of Indonesia that manages the Livestock Business with certain criteria and scale.

Decree of the Minister of Agriculture No.472 of 1996 This Ministerial Decree is a technical guideline for the Development of the Race Chicken Farming Business This policy is an attempt by the government to encourage the people's livestock business. Through a partnership it is hoped that a mutual symbiosis can occur between a livestock company and a community farm. Partnerships are not limited to the form of PIRs but can also be in the form of managers and advocates. The Defender Company is a company in the field of animal husbandry that carries out partnerships with a pattern of advocates who are obliged to carry out technical guidance, accommodate, process and market the results of the production of chicken breeds, do not seek capital and do not conduct their own chicken breeding. Management company is a company in the field of animal husbandry that has a partnership with a managerial pattern which is obliged to provide production facilities, technical and management guidance, accommodate, process and market the results of the production of chicken breeds, seeking capital but does not carry out the cultivation of broilers themselves [17].

Oversight of the policy of the Tanete Village government has not found any business actors making agreements with other business actors aimed at mastering livestock production in a number of specific businesses and / or services, where each production business series is the result of processing or further processing, both in one direct series or indirectly, which can lead to unfair business competition and or be detrimental to the community [18]. In addition to the supervision conducted by the government, the role of poultry associations was also found so that there were no activities, either alone or with other business actors, which could lead to monopolistic practices and or unfair business competition in the form of discriminatory practices against certain business actors. So, it was concluded that in Tanete Village there were no unfair business competition practices, due to the existence of poultry associations which strongly supported business harmonization so that it was conducive, even capable of making uniform egg prices.

3.2.4. Good health status of the animals. Animal Health is defined as "all matters relating to animal care, animal medicine, animal health services, control and control of animal diseases, disease rejection, medical treatment, conservation medicine, animal medicine and animal health equipment as well as food safety". The scope of animal health is described through several functions including rejection, prevention and eradication of animal diseases and animal health services [19].

The government is paying great attention to developing a small-scale chicken business, to reduce poverty and increase employment opportunities. The government has established various policies that encourage the growth of poultry production clusters (PPC) in rural areas. However, the facts show that the various policies have not been able to face the problem. Small-scale chicken business is very vulnerable to economic changes and disease outbreaks. The 1997-1998 economic crisis and the 2004-2006 outbreak of bird flu have caused small-scale chicken farms to plummet. Government policies in the development of small-scale, environmentally friendly poultry businesses are needed so that their existence does not disturb the community. Since 2006, the government has established various restructuring policies, including village poultry farming (VPF) activities and structuring compartments. Based on the results of evaluations and existing cases, it has not yet obtained results in line with expectations, one of which is because the training is not carried out on an ongoing basis. On the other hand, the broiler business that has been occurring in various PPCs has risen again through partnership with companies. The government has not been much involved in PPC, especially for
environmental health. The government is expected to continue VPF activities, and still must pay attention to the development of PPC which has basically been accepted by rural communities [20].

People's poultry business is very vulnerable to the transmission of diseases that are harmful to livestock and human life, because the economic capacity and knowledge of carrying out biosecurity is very limited. Most small-scale broiler breeders who partner with companies or poultry shops do not apply biosecurity correctly, with values ranging from 7.4 to 16.7 from the highest value 42. The factor that causes the low value of biosecurity is because breeders cultivate broilers with a partnership pattern non-risk sharing between farmers and companies or poultry shops. In the non-risk sharing pattern, farmers receive income based on the number of chickens that are kept and do not bear the risk of loss. This pattern causes farmers to be less responsible for controlling and controlling disease and less aware of the importance of implementing biosecurity in accordance with established regulations. For farmers, implementing biosecurity means increasing production costs to procure tools and materials, so that it is less liked [21].

In Tanete Village, animal disease control is not only the duty of the government through the Animal Husbandry Department but control of animal diseases that have a high economic impact, rapid spread and cause morbidity and mortality rates will be greatly felt by livestock entrepreneurs so the loss of links pattern of good relations between livestock entrepreneurs with the Livestock Service Office and with the livestock companies as business partners. In accordance with Law No. 6 of 2014 to create a prosperous village community, a partnership effort was made between the Tanete Village government and the Sidenreng Rappang District Animal Husbandry Office. So, it was concluded that the maintenance of good animal health status in Tanete Village was due to the work relationship between the breeder and the Animal Husbandry Department and the role of business partners in handling biosecurity. This is in line with the statement that all the strategic steps that have been launched by the government have been very good, but in their implementation these steps still need to be strengthened and implemented synergistically by various related parties [21]. Furthermore, Kryger
et al [22] stated that the sector 3 poultry business is a small-scale commercial poultry business with the application of low biosecurity and marketing of the results in the form of live poultry, while sector 4 was the poultry business in home yards with minimal biosecurity application and the results are consumed locally.

In general, the policy of the Tanete village government in creating a conducive laying chicken business climate is in line with Presidential Decree No. 85 of 2000 concerning Revocation of Presidential Decree 22/90 [23]. Presidential Decree No. 85 of 2000 provides that the government no longer intervenes in the regulation of the structure of the broiler industry, so that the government acts as a regulator in the business of laying hens. This is a form of implementation that guarantees business certainty and a sense of business justice, increases business opportunities and the efficiency and competitiveness of laying hens in the globalization era of trade. Tanete Village government in this case has helped its citizens by facilitating the management of business licenses. For example, a certificate of business permit are shown in figure 1.

4. Conclusion
Based on the results of the study, it can be concluded that the policy of the Tanete Village government to create conducive laying chicken farm business climate include: (1) business certainty by providing equal opportunities for everyone who wants to start laying chicken farm; (2) ease in farming business registration service since as of today, there is no application for laying chicken farm business license turned down by the village government; (3) no unhealthy business competition due to poultry association which supports harmony among the businesses, thus creating conducive and uniform egg price; (4) good health status of the animals due to cooperation between the farmers and department of farming, as well as the roles of the business partners in managing biosecurity.

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