

# Analysis the Determining Factors of Policy Implementation Effectiveness for Procurement and Distribution of Subsidized Fertilizer Products

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## Abstract

This study aims to determine the policy implementation for procurement and distribution of subsidized fertilizers at PT. Perusahaan Perdagangan Indonesia (Persero) of Gorontalo Branch. It covers the implementation stages of procurement and distribution of subsidized fertilizers and the determining factors of the implementation of subsidized fertilizer procurement and distribution based on Guidelines for Group Needs Definitive Plan (RDKK) through official retail outlets in Gorontalo District. This research uses qualitative methods by conducting field observations, interviews, documentation and resource persons as informants of this research. The research results shows the stage of planning, implementation and supervision have been done even though there were insignificant obstacles. The determining factors of policy implementation of procurement and distribution of subsidized fertilizers in Regency Gorontalo include Behavior, Communication, Resources, Disposition, and Organizational Structure.

**Keywords:** Procurement, Distribution, Subsidies.

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## INTRODUCTION

Indonesia is an area with a wet climate, warm and humid areas or a tropical climate with natural products in form of agricultural products and other plantations. This shows that Indonesia has local potential for rich natural products. The agriculture success should become a major factor in food self-sufficiency in Indonesia. The reality shows that national food fulfillment still needs import from other countries. Therefore, there must be a study on the effects of agriculture success to boost food needs, especially in largest rice producer region in Indonesia. Indonesian agriculture has decreased the self-sufficiency in various food sectors. Natural resources and a good environmental situation are needed to fulfill food needs, but policies regarding national food demand are needed to maintain a balance in food commodity prices and protecting farmers and society.

One determining factors of the food success is the availability of fertile land for cultivation. Continuous land usage will decrease the soil nutrient that will decrease the agricultural products production. Therefore, government has made prevention and handling efforts, as providing subsidized fertilizers, free superior seeds, free insecticide and forming farmer groups. The government's efforts to distribute fertilizer was stated in Presidential Regulation of Indonesia Republic Number 15 year 2011 as Amendments to Presidential Regulation Number 77 year 2005 on Stipulation of Subsidized Fertilizer as Goods Under Supervision. This government regulation implies that regulation of subsidized fertilizers was supervised by government to minimize miss-targeting in distribution of subsidized goods for low-income farmers. It was followed by Regulation of Trade Minister of Indonesia Republic Number 15 / M-DAG / PER / 4/2013 on the Procurement and Distribution of Subsidized Fertilizer for Agricultural Sector. This government regulation should make the subsidized fertilizers can be used for agricultural sector, as stated in RDKK (Definitive Plan for Group Needs) whose prices and distribution to farmers are regulated by Regulation of Agriculture Minister of Indonesia Republic Number 122 / Permentan / SR.130 / 11 / 2013 on the Need and Highest Retail Price (HET) of Subsidized Fertilizer for Agricultural Sector. The entrepreneurs and middlemen cannot play with price of subsidized fertilizer to reach the farmers at applicable rate and cannot exceed the HET (Highest Retail Price).

Procurement and distribution of subsidized fertilizers are regulated by government, as stated in Decree of Minister of Industry and Trade of Indonesia Republic Number: 70 / MPP / Kep / 2/2003 on the Procurement and Distribution of Subsidized Fertilizer for Agricultural Sector in article one paragraph 4 the Producers were companies that produce Pupuk Urea, SP-36, ZA and NPK in country consisting of PT Pupuk Sriwijaya, PT Pupuk Kujang, PT Pupuk Kalimantan Timur Tbk, PT Pupuk Iskandar Muda and PT Petrokimia Gresik. The procurement process has a connection with local government regarding the procurement quota issued by local government through the local agriculture agency for next distribution process to reach the farmers' hands. However, in reality, distribution of subsidized fertilizers which refers to RDKK (Definitive Plan for Group Needs) still not effective due to distribution of subsidized goods related to applicable regulations and many administrative rules that must be passed in its distribution which involves many agencies, both central and local governments.

The false RDKK data collection was occurred due to absence of farmer groups or Field Agricultural Extension (PPL) and farmers themselves. Invalid RDKK data was happened because the data used from the previous year without revision. This data could be a group of farmers who have died or have moved to another place and their fields have been sold to other people. However, the data was still used from year to year. It causes distribution that does not match with data in RDKK. This condition causes of scarcity of subsidized fertilizers because it is not on target. Based on above background, researcher is interested to analysis the determining factors of effectiveness of procurement implementation policy and distribution of subsidized fertilizers in Gorontalo Province.

## LITERATURE REVIEW

### Public Administration Concept

Simon (1976) defined administration as activities of working groups to achieve common goals. Siagian (2006) defined administration as the entire cooperation process between two or more human beings based on certain rationalities to achieve predetermined goals. Chandler & Plano (1998), defined public administration as a process where public personal resources are organized and coordinated to formulate, implement and manage decisions in public policy. Administration was universal because: 1) administration was pleased with pattern of cooperative behavior, it is very clear that everyone involved in activities collaboration with other people in administration, 2) everyone cooperates with other people throughout his life and has a conscious connection with administration and its various problems.

Agus dan Sulisyastuti (2015:64) stated that in general public policy was a tool with four functions. First, It realizes the values idealized by society such as justice, equality and openness. Second, it solves the problems faced by community, for example problems of poverty, unemployment, crime and poor public services. Third, it takes advantage of new opportunities for a good life for community, such as encouraging investment, service innovation, and increasing exports. Forth, it protects the public from harmful private practices, for example making consumer protection laws, route permits and nuisance permits.

Regarding to public policy, Dye (2017) stated that public policy is whatever the government chooses to do or not to do. If the government chooses to do something, there must be a goal and the country's policy must cover all government actions, not merely a statement of government's desire or its officials. Therefore, policy is an effort to understand: 1) what the government does and/or not to do; 2) what is the cause or effect; 3) what is the impact of policy if implemented or not implemented.

### Policy Implementation

Implementation of public policies as an activity in public policy process is often contrary to expectations. The policy product even becomes as a stumbling block for policy makers themselves. Reality shows that implementation of policy from the start involved a very complex rational and emotional process. So it is not just concerned with mechanism of politics elaboration into routine procedures through bureaucratic channels, but more than that. Implementation studies inevitably will enter to the realm of conflict problems, complex decisions, and issue of who gets what, how much he gets from a policy (Solichin: 2016: 125). Policy implementation has four aspects that must be considered: 1) who is involved in implementation, 2) the nature of administrative process, 3) adherence to a policy, 4) the effect or impact of implementation.

The concept of "success" can be used, which is known in management science as efficiency with effectiveness is used to determine the performance of a policy implementation. In simple terms, success can be seen from two sides, namely the side of success to achieve the goals and objectives. (Sumaryadi 2005: 81).

## RESEARCH METHOD

### Research Approaches, Methods and Procedures

The research method is basically a way to collect data and specific purposes and uses. There are four key words that need to be considered, namely scientific method, data, purpose and use. Sugiono (2012: 7) stated that research was categorized into two, namely quantitative and qualitative research. Quantitative is called traditional methods while qualitative is a new method. Because the problem of policy implementation is a complex problem, this research uses qualitative methods.

### Data and the Sources

The data source is the subject where the research data was obtained. If the researcher uses a questionnaire or interview in collecting the data, data source is called the respondent, namely the person who responds to or answers questions both written and oral. Based on the source, data is divided into two, namely primary and secondary data. The research object is PT Perusahaan Perdagangan Indonesia (Persero) of Gorontalo Branch as the implementer of goods procurement and distribution of subsidized fertilizers.

### Data Collection Techniques and Procedures

The data collection techniques and procedures were done based on Sugiono (2012: 225), namely observation, interview and documentation. Researcher makes observation with involving in daily activities of person being observed or used as a source of research data. An interview is a meeting of two people or exchanging information and ideas through question and answer to construct a particular topic. Documentation is a record of passed events; documents can take the form of writings, pictures and monumental works of a person.

### Data analysis technique

Data analysis in qualitative is more focused during the field process along with data collection (Sugiono 2012: 245). Field data analysis of this study uses the Miles and Huberman model. Qualitative data analysis is done interactively and takes place continuously until completion so that data is saturated. The process is follows. First is data reduction. A large amount of data obtained from the field, so it is necessary to record it carefully and in detail. Data reduction is a sensitive thinking process that requires intelligence and high breadth and depth of insight. Second is data presentation after the data is reduced, next step is to display data that can be done in form of brief descriptions, charts, relationships between categories and like. Third is consulting / verification, this step is conclusion and verification.

Based on focus of problem and the methods, conceptual framework at figure 1 will describe the assumptions about the studied variables. The conceptual framework provides guidance to researchers to formulate research problems. Researchers will use a conceptual framework that has been compiled to formulate questions that will be answered by research and how scientific findings are used as a tool to find answers to these questions.

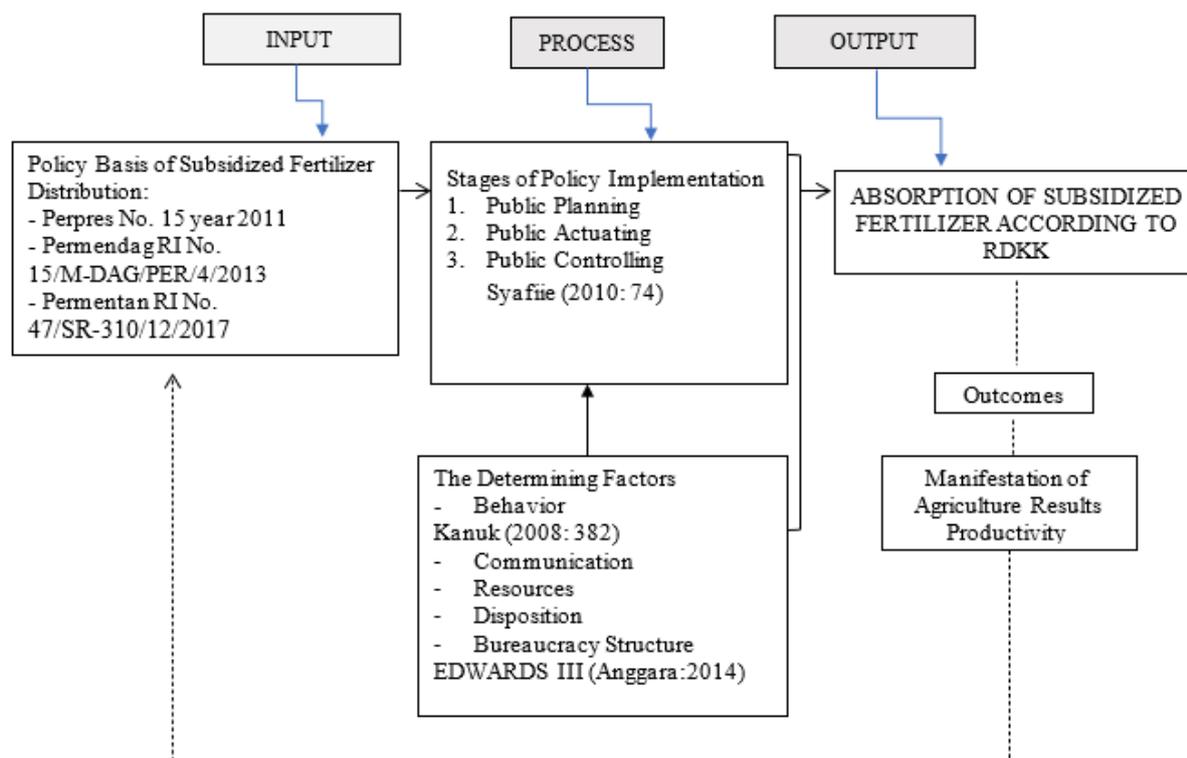


Figure 1. Research Conceptual Framework

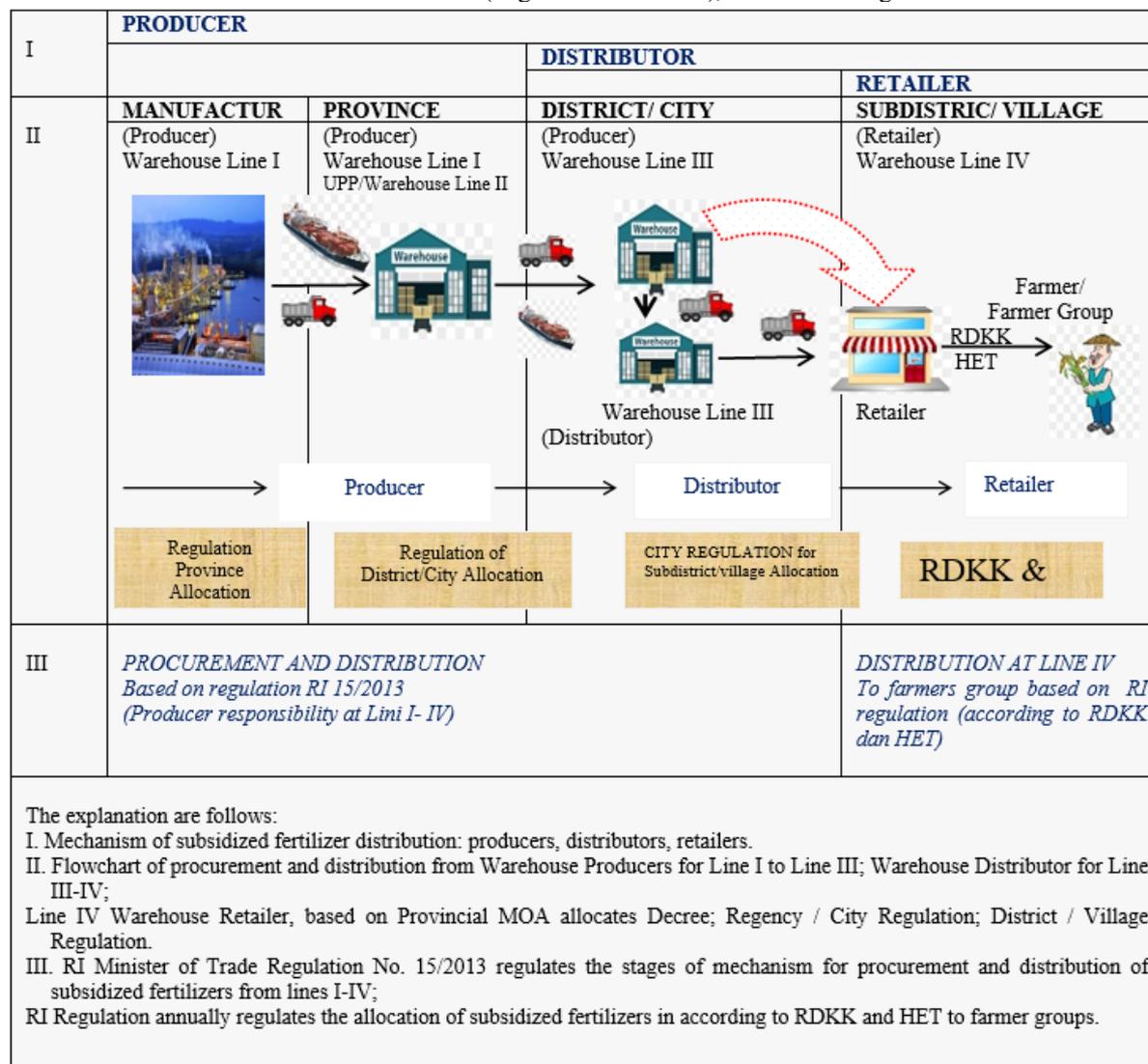
## RESULTS AND DISCUSSION

### Implementation stages of Subsidized Fertilizer Procurement and Distribution Policy

This research discusses policy implementation to involve a very complex rational and emotional process. Implementation studies will enter to realm of conflict problems, complex decisions and issue of who gets what, how much of a policy implementation policy to produce an idea.

The cooperation in planning, implementation and supervision of subsidized fertilizers can be done to distribute to farmer group recipients so that it can be done well and on target. The fertilizer distribution mechanism must involve several lines, starting from the factory as line I based on Decree (SK) of Ministerial Regulation (Permentan) of Indonesia Republic regarding the Amount of Allocation and HET in Gorontalo Province. Distribution to line II, as the designated producer of urea fertilizer handled by PT Pupuk Kalimantan Timur and NPK Phonska, SP 36, ZA and Organic fertilizers handled directly by PT. Petrokimia Gresik with reference to

Governor Regulation (Pergub) for district / city fertilizer allocation. The fertilizer was distributed again through line III, namely the Regency / City government with reference to Regent / Mayor Regulation (Perbub) stated in Decree on allocation of each District / Village area and appointment of a distributor who handles the fertilizer distribution area according to appointment. Then the distribution was channeled to line IV, namely the appointment of a fertilizer retailer in sub-district / village area referring to SPJB between the retail stalls appointed by distributor, then distributed to farmers through farmer groups with RDKK referrals and selling price by official retailers of subsidized fertilizers in accordance with HET (Highest Retail Price ), as shown in Figure 2.



**Figure 2. Distribution of Subsidized Fertilizer**

Syafie (2010: 74) stated the functions of public management that must be done in public policy. The implementation stages of this research involve several public policies, as follows:

**1. Public Planning**

Planning is a process to think, to estimate and to prioritize that must be done rationally before to act in order to achieve predetermined goals. In addition, planning is also a spiritual activity before doing physical activity. It is very necessary to direct the goals and objectives of organization as well as the objectives of a development program, because from it also describes the need for use of labor, costs, time, equipment, and other resources.

The steps to determine a good plan are 1) problem identification, 2) situation analysis, 3) formulating the achievement, 4) making an outline such as a proposal, 5) discussing the compiled proposal, 6) determining the components, 7) determining the responsibility of each component, 8) determining the outline, 9) entering into contracts between units. Based on analysis to RDKK planning preparation, each Field Agricultural Extension Officer in sub-district / village has responsible to implement the assistance for RDKK preparation to farmer groups. RDKK is urgently needed by retail outlets and distributors to distribute subsidized fertilizers to identify land area, the recipient and how much the needs. RDKK of subsidized fertilizer is a plan for farmer group needs for 1 year.

The RDKK has compiled in November and December at house of farmer group head under the guidance of

PPLs and retailers / Village Unit Cooperatives (KUD). The mutually agreed RDKK will be submitted to distributor to accumulate the needs of all Gorontalo District farmer groups and submission time in December of current year, with inclusion of all RDKK the distributor invites all official retailers of subsidized fertilizers to discuss the subsidized fertilizers need and the discussions time at early January after the RDKK is gathered. The meeting ended with signing of SPJB between the official distributor and retailer of subsidized fertilizer.

## **2. Public Action (Implementation)**

Work implementation is an action to ensure that all group members willing to strive to achieve goals in accordance with managerial planning and organizational efforts. Therefore, implementation of community work as a whole (Public Action) should discuss all the community interests (articulation and aggression) starting from the bottom line (top down) as administrators of public interest services (public) to achieve the vision, mission and determined work plan.

Theoretically, based on Syafie's thought, work implementation is done by Top Down. This research shows the implementation of subsidized fertilizers distribution is started from the top to bottom which involves line I-II (producer), line III (distributor), line IV (official retailer of subsidized fertilizers) and finally to (farmer group) based on SPJB signing between the distributor and retailer of subsidized fertilizer to find the implementer of fertilizers distribution listed in SPJB which describes the rules to implement fertilizer distribution starting from the price to allocation of needs to farmer groups that directed by PPL and registered in RDKK.

The analysis shows that implementation of subsidized fertilizer distribution must be done with several distribution stages in accordance with RDKK and regulations. The signing of SPJB is the first step in mechanism to distribute subsidized fertilizers because this fertilizer is an item under government supervision. Therefore, official distributors and retailers are obliged to have an orderly administration and to ensure that farmers who are entitled to subsidized fertilizers are registered farmers in group.

## **3. Public Controlling (Supervision)**

Supervision is one function in management to ensure that work done in accordance with standards set in planning. The deviation from standard that inconsistent with planning, even though accidentally come to better direction, classically and traditionally is called out of control. The supervision can monitor the irregularities, abuse, leakage, shortages, waste, fraud, and other obstacles in future.

This research showed the subsidized fertilizers were distributed by various elements in distributing fertilizers to farmers according to their designation. Distribution also follows the price set in the regulation and the distribution to farmers was regulated by Regulation of Agriculture Minister of Indonesia Republic Number 122 / Permentan / SR.130 / 11/2013 on the Need and Highest Retail Price (HET) for Subsidized Fertilizer. Therefore, entrepreneurs and middlemen cannot manipulate the price of subsidized fertilizer and will reach the farmers at a predetermined price and cannot exceed the HET (Highest Retail Price).

Above explanation showed that supervision of subsidized fertilizers is expected to be done in accordance with their authority. Supervision of subsidized fertilizers distribution is done by all related agencies in Central Working Group (Pokja), through the Fertilizer and Pesticide Supervision Commission (KP3) established by Governors and Regents / Mayors in Provinces and Regencies / Cities. The active role of local governments through optimizing the performance of KP3 and Civil Servant Investigators (PPNS) will be very supportive to overcome the problem of fertilizers and pesticides, especially to solve criminal cases in field of fertilizers and pesticides at provincial and district / city levels in escorting and supervising the distribution and HET prices for subsidized fertilizer in Gorontalo region.

## **The Determining Factors of Implementation Effectiveness of Procurement and Distribution of Subsidized Fertilizer**

### **1. Behavior**

Kanuk and Leon (2008: 382) defined behavior as environment that closely related to consumer, culture of a certain society or nation is a combination of two different elements, among others; 1) belief in unique values and habits held by certain members and 2) the main or core cultural theme shared by majority of population. The behavior of subsidized fertilizer distribution shows that each subsidized fertilizer distribution line has its own behavior and culture that cannot be avoided. This happens because the behavior and culture are closely attached to nature and mindset, especially farmer groups who still have a hereditary culture, reluctant to follow the PPL pattern and retailers. Behavior is an entrenched basic mindset that very difficult to throw. Behavior is a thought that is rooted in a person that always applied in daily life. Some farmers have mindset who entrenched in using balanced fertilizers according to their thoughts from generation to generation.

Solichin (2016: 257) showed various approaches to policy implementation, related to implementor of resources, environment, methods, problems, or the level of diversity faced by community. Human resources as implementers have an important role to control the implementation of public policies. There are three factors to influence the success of implementation, namely: 1) characteristics of implementation (tractability of problems), 2) characteristics of statutory policies (one ability to structure the implementation), 3) environment (non statutory

variables to affect the implementation).

The determining factors of policy implementation are behavior and according to Edwards III's view (in Anggara, 2014), there are four variables, namely communication, resources, disposition or executor attitude and bureaucratic structure. All variables are interrelated and influence each other in determining the success or failure of the implementation.

## **2. Communication.**

Communication has an important role to determine the success of policies in implementing one weakness in this public policy process, especially what happens in Indonesia is the problem of its implementation. One factor is weak communication. This communication weakness actually does not only occur at the implementation, but occurs at formulation. (Anggara 2014: 250).

Communication should have been built since formulation in order the contents or materials become the "soul" of a policy that can be identified and adjusted to guidance of the needs. Cinocca et. al. (2018) argued that policies communication must be precise, accurate and consistent. Communication is needed in order decision makers and implementers more consistent to implement any policies that will be applied in society (Scholta et. al., 2019)

This study found that undirected communication relates with unclear source, so that communication is done through 2 meetings a month at line I and line II to unify the information on stock availability in producer warehouse and in lines II and IV by involving the retailers and farmer groups hearings for complaints and input in terms of fertilizer distribution. This serves to collect valid information to formulate the distribution of subsidized fertilizers as suggested by Edwards III in Anggara (2014: 250) that communication should have been built since formulation, so that contents or materials that become the "soul" of a policy can be identified and adapted to guide the developing needs.

Communication to make effective distribution of subsidized fertilizers is done intensively by two way communication, namely internal communication and external communication. Internal communication consists of distributors of PT. Perusahaan Perdagangan Indonesia (Persero) with retailers / KUD, this is done periodically since the preparation for planting season, distribution and subsidized fertilizers usage at farmer group level, and external communication is done incidentally with parties related to effectiveness of subsidized fertilizers distribution such as KP3, PPL and manufacturers.

## **3. Resources**

Edwards III (in Anggara, 2014) explained that the resources required to implementation were follows:

- a) Staff whose numbers and abilities were in accordance with the need.
- b) Information related to how to implement policies and data related to policies implementation.
- c) Authority means that authority needed by implementers varies greatly based on policies implementation.
- d) Physical facilities are essential for successful implementation of policies by implementers.

These resources are very needed to distribute subsidized fertilizers in Gorontalo, especially for human resources who are reliable and able to answer the challenges in distribution of subsidized fertilizers and financial support of distribution line to support the fertilizers distribution until it reaches to the farmers. As stated in Edwards III's theory (in Anggara, 2014), resources include the availability of staff, authority and public facilities. This study illustrates that staff and finance are needed to carry out the distribution of subsidized fertilizers to line IV as recipients of subsidized fertilizers.

Above description showed that resources are much needed for subsidized fertilizers distribution in Gorontalo District, especially reliable human resources to answer the challenges in subsidized fertilizers distribution and the financial support of each subsidized fertilizer distribution line to support the distribution of subsidized fertilizers. In terms of physical facilities, human resource support has not been optimal in subsidized fertilizer distribution because there is no special facility for field agricultural extension officers (PPL) in form of supporting facilities and infrastructure such as the absence of vehicles (motor) and lack of operational funding support in supervision activities where Every PPL is obliged to go down to service the farmers.

## **4. Disposition.**

The disposition is the attitude and commitment of policy or program implementer that must be implemented because every policy requires executors who have a strong desire and high commitment to achieve the expected policy goals. This study shows the people who abuse the rules for personal gain were expressed in Edwards III's thought (in Anggara, 2014). Therefore, executors should have a high commitment to achieve goals, to respect the duties of each line. and commitment to achieve subsidized fertilizer procurement and distribution to reach farmers with aim to make farmers prosperous.

The procurement and distribution of subsidized fertilizers describes the distribution characters of natural characters and existing farmers' resources character and their mindsets. It should be a reference in subsidized fertilizers distribution to arrive at farmers without the pros and cons of various related lines in field.

## **5. Bureaucratic Structure**

Edwards III (in Anggara, 2014) stated that bureaucratic structure was a working mechanism to manage the implementation of a policy. He emphasized the need for a Standard Operating Procedure (SOP) to regulate the

flow of work among the implementers. More program implementer involves more one institution. He also reminded that fragmentation is necessary when policy implementation requires many programs and involves many institutions to achieve goals. (Anggara 2014: 250).

As stated by Edwards III (in Anggara, 2014), it was necessary to have SOPs applied in various distribution lines to meet the needs of subsidized fertilizers in Gorontalo District. The SOPs were done with supervision on each line in terms of orderly administration starting from the Sales and Purchase Agreement (SPJB) at producer and distributor level, SPJB at distributor and retailer level, BASTB administration (Handover of Goods) from the distributor, then BASTP. (Fertilizer Handover Official Report) at farmer group level and distribution was done with reference to RDKK. Retailers were required to attach F6 (realization of distribution of subsidized fertilizers every month). This SOPs implementation makes the bureaucratic structure was implemented by involving various institutions or distribution lines as stated by Edwards III (in Anggara, 2014).

## CONCLUSION AND RECOMMENDATION

### Conclusion

Based on research results and discussion, the conclusion can be stated as follows. First, the stages procurement policy implementation of subsidized fertilizer in Gorontalo District includes planning, implementation and supervision. It is started from the planning compiled from a valid RDKK for procurement and distribution of subsidized fertilizers. The implementation involves line I of producers, line 2 of distributors, line III of retailers and line IV of farmer groups. Supervision process was done by central government, both BPK and BPKP. Supervision at Provincial / Regency / City level were done by KP3. Supervision at retail level and farmer groups was done by distributor of subsidized fertilizers. The determining factors the procurement and distribution implementation of subsidized fertilizer is 1) Behavior, 2) Communication, 3) Resources, 4) Disposition, and 5) Organizational Structure. The behavioral factor has been done by a demonstration plot of subsidized fertilizers to educate farmers about balanced fertilizers to produce quality and quantity of agricultural products so the productivity and farming income increases. This communication is done by holding meetings in various lines of procurement and distribution of subsidized fertilizers. Resource factors such as human resources have been addressed with 3-month training held by all lines, including farmers, which are held at hearings, and from a financial perspective, virtual retail kiosks have been issued to address the lack of working capital in certain areas. There was a concern from PPL, distributors, and retailers to serve the distribution of subsidized fertilizers with information provision on fertilization. The last research results was the bureaucratic structure has done supervision through rules that refer to bureaucratic structure of each subsidized fertilizer distribution line.

### Recommendation

The suggestions were stated based on the results of research and conclusions. At implementation stage, the government should provide village officials in preparation of RDKK who are faced with farmers who know very well the location and farmers who use subsidized fertilizers, not because they are not done by human resources close to government so that distribution of fertilizers in planning does not match its designation, which in turn is detrimental to farmers rather than profitable. In terms of implementation, it would involve various lines that work together and really care about what community wants. The government presumably imposes sanctions on irresponsible individuals on behalf of fertilizer supervisors who harm farmers and retailers. Therefore, government should educate PPLs, retailers and farmer groups on fertilizers types that must be used for a variety of crops, both horticultural and annual crops, so that fertilizers are not used incorrectly in portions and dosages, which usually create losses. The government should educate farmers to use balance fertilizers.

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