

Effectiveness Of Fertilizer Distribution Policy For Farmers In Sumberbendo Village, Probolinggo District

Efektivitas Kebijakan Distribusi Pupuk Bagi Petani Di Desa Sumberbendo Kabupaten Probolinggo

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Abstract

This research is motivated by the complexity of the distribution system of subsidized and non-subsidized fertilizers to farmers, this research is deemed necessary to be carried out in order to find out how the effectiveness of the distribution of subsidized and non-subsidized fertilizers to farmers or POKTAN (Kelompok Tani-Farmer Groups) through kiosk intermediaries as official agents of fertilizer distributors, especially in Sumberbendo Village, Sumberasih District, Probolinggo Regency. The theory used in this study uses Sutrisno's (2010) effectiveness theory by measuring five indicators, namely Program Understanding, Target Accuracy, Timeliness, Achievement of Goals, and Real Change. This research uses qualitative descriptive research methods. The results in this study can be concluded that the effectiveness of the Fertilizer Distribution Policy for Farmers in Sumberbendo Village, Probolinggo Regency can be said to be less effective.

Keywords: *distribution policy; fertilizer; subsidies*

Abstrak

Penelitian ini dilatarbelakangi oleh rumitnya sistem pendistribusian pupuk bersubsidi dan non subsidi kepada petani, penelitian ini dirasa perlu untuk dilakukan guna mengetahui bagaimana efektivitas pendistribusian pupuk bersubsidi maupun nonsubsidi kepada para petani atau POKTAN (Kelompok Tani) melalui perantara kios sebagai agen resmi penyalur pupuk khususnya di Desa Sumberbendo Kecamatan Sumberasih Kabupaten Probolinggo. Teori yang digunakan dalam penelitian ini menggunakan teori efektivitas Sutrisno (2010) dengan mengukur lima indikator yakni Pemahaman Program, Ketepatan Sasaran, Ketepatan Waktu, Tercapainya Tujuan, dan Perubahan Nyata.. Penelitian ini menggunakan metode penelitian deskriptif kualitatif. Hasil dalam penelitian ini dapat disimpulkan bahwa Efektivitas Kebijakan Distribusi Pupuk Bagi Petani di Desa Sumberbendo Kabupaten Probolinggo dapat dikatakan kurang efektif.

Kata kunci: evaluasi kebijakan distribusi; pupuk; subsidi

Introduction

Agriculture is the heart of the country's life, supplying food to the community. The higher the population growth, the greater the need for food produced by the agricultural sector. Therefore, the country needs to ensure that food supplies are sufficient within a certain period of time by paying attention to production levels in the agricultural sector. Every year food security becomes a multidimensional problem on a global scale. European Environment Agency or European the threat of a global food security crisis because the impact is not only felt by one country.

Effectiveness is the achievement of target output which is measured by comparing the target output with the actual or actual output (Kiwang et al., 2015). Effectiveness is generally used to measure the level of success in implementing a policy or activity (Busthanul et al., 2023). The fertilizer subsidy policy can be said to be successful if the community receives benefits from fertilizer subsidies to ease the burden of providing and using fertilizer for their agricultural activities (Rukka et al., 2021). The Ministry of Agriculture formulated a policy so that the distribution of subsidized fertilizer can achieve six appropriate principles, namely quantity, type, time, place, quality and price (Adiraputra et al., 2021). This policy from the government is expected to be able to improve the welfare of farmers and is expected to maintain sustainable food security (Arjayanti, 2010).

Food security in Indonesia cannot be said to be perfect for several reasons, such as drastic and unpredictable climate change, which has an impact on the performance of the food sector in increasing food productivity. In terms of maintenance, an unsuitable climate can increase the percentage of plant-disturbing organisms that can thwart fruit growth. If this problem is not overcome by simultaneously applying fertilizers and pesticides, then the plant will experience crop failure and if it occurs on a large scale there will be the potential for decline. national level food production (Tono et al., 2023).

Food security in East Java is still the main focus of the local government by holding a Priority Program for Increasing Food Independence in 2023. According to data from the East Java Provincial Central Statistics Agency in 2023, rice production in East Java in 2021 reached 9,789,587.67 tons. in 2022 it will be 9,686,760.38 tons. This indicates that there are real results that continue to be achieved from the program.

The city of Probolinggo is one of the cities that has qualified for the top 10 in the assessment of the Care for Food Security Award at the East Java Province level in 2023. There are 3 strategies implemented to get this position, together with the PKK and the community to develop the potential of local natural resources through the use of gardens and land marginal, developing innovation in the fields of fisheries, animal husbandry and agriculture, as well as strengthening the food security system (Probolinggokota.go.id, 2023). According to BPS East Java data, Probolinggo Regency's rice production alone in 2021 will reach 190,180.14 tonnes and in 2022 it will reach 187,277.08 tonnes. Meanwhile, productivity in 2021 will be 51.34 and in 2022 it will be 54.71 (BPS East Java, 2023). There is a balance and increase in food commodities in terms of harvest area, production results and productivity in Probolinggo City.

One of the drivers for getting high productivity is paying attention to the aspect of fertilizer application. The availability of fertilizer and planting seeds is a key factor in achieving production targets. PT Pupuk Indonesia (Persero)'s production capacity reaches 13.9 million tonnes with details of NPK production of around 3.8 million tonnes, Urea of 8.8 million tonnes, and other types of 1.3 million tonnes (Cakti, 2023). Apart from that, it also sets the amount of subsidized fertilizer stock at 1,453,132 tons as of October 2023, equivalent to 275% of the minimum set by the government consisting of 986,551 tonnes of urea fertilizer and 466,582 tonnes of NPK (Amanda, 2023).

Fertilizer subsidies are material assistance in the form of fertilizer provided by the government to farmers registered in verified farmer groups at a lower price than the normal price (Aminah et al., 2022). The fertilizer subsidy policy is contained in the Regulation of the Minister of Agriculture of the Republic of Indonesia Number 10 of 2022 concerning Procedures for Determining the Allocation and Highest Retail Price for Subsidized Fertilizers in the Agricultural Sector. This subsidized fertilizer needs to be distributed to farmers through kiosks as official distributors using farmer cards.

Therefore, it is deemed necessary to carry out this research to find out how effective the distribution of subsidized and non-subsidized fertilizers is to farmers or POKTAN (Farmers' Groups) through kiosk intermediaries as official distribution agents, especially in Sumberbendo village, Sumberasih District, Probolinggo Regency.

Public Policy

Public policy is often involved in the policy implementation process. In its implementation, we often find differences between the planning made by the decision maker and the implementation that has occurred in the field which does not match what was planned. Public policy is regulated in Law Number 25 of 2009 concerning Public Services. The law on public services is interpreted to provide legal certainty in the relationship between the community and public service administrators. Meanwhile, according to Thomas R. Dye, public policy is an action that the government chooses to carry out or not to carry out. In that sense, public policy is about the realization of "action" and not merely a statement of the wishes of the government or public officials. Apart from that, the government's choice not to do something is also public policy because it has the same impact (the same impact as the government's choice to do something. The Concept of Public Policy According to Keban, quoted by (Tahir, 2023), emphasizes that public policy is seen from its philosophical concept as a product, a process, and a framework that is seen as Public Policy is a decision made by the state in a government which is used as a strategy in realizing the goals of the state concerned (Nugroho, 2008).

According to (Novitasari, 2021) there are two approaches in public policy studies, namely the first approach is called policy analysis, and the second approach is public political policy. Policy analysis studies focus more on the study of decision making and policy making using sophisticated statistical and mathematical models in the first method. This technique is usually known as a quantitative approach. The second approach, public political policy places a greater focus on the consequences and outcomes of public policy than on the use of statistical tools. This approach considers political interactions as a determining element in various disciplines, including health, education, welfare, and the environment. This approach is used to make decisions. Thus, advantages and disadvantages have been considered in making this rational decision. Ultimately, the option chosen is the one that produces the greatest overall profit. Unfortunately, techniques like this are less feasible in the fields of politics and policy.

Based on the definition according to the expert above, it can be concluded that public policy is a policy made by the government in the form of a government action, oriented towards the public interest, and public policy is the act of selecting options or

alternatives to be implemented or not implemented by the government in the interests of the public or society.

Policy Effectiveness

According to the Indonesian dictionary, effectiveness can indicate bringing results, being successful, or even having an impact. Furthermore, the word "effective" in English, namely "effective", indicates that something is done successfully. The word "effectiveness" comes from the word "effective", which means the achievements achieved in achieving predetermined goals. Effectiveness is always associated with the correlation between the expected results and the results achieved. Effectiveness is a closely related concept that can be viewed from different angles and measured in different ways as it relates to efficiency.

A number of experts have put forward the definition of effectiveness, including the following:

James L. Gibson defines effectiveness as the degree to which a goal is achieved which indicates its level of effectiveness. (in the book Herbani Pasolong, 2010: 4).

SP. Siagian (2014: 151) defines effectiveness as the timely achievement of previously determined goals by using certain data sources designated for the implementation of certain organizational activities.

Sutrisno (2010) states that there are a number of indicators that must be considered to measure the effectiveness of an activity, including:

- a. Program understanding, namely the realization of the program so that the program can operate smoothly. This can be seen from the extent to which program activities can be understood by the community. Understanding the program is necessary so that the program runs correctly.
- b. On Target means that the target must comply with predetermined guidelines for the program to be effective. The accuracy of the target is determined by whether or not the expected results are achieved.
- c. Timely means that a program is considered effective if it fits within a certain period, and the more timely the program, the more successful it is. This timeliness is determined by the program's ability to influence the duration required to implement the service.

- d. Achieving a goal is to achieve it so that the more people who benefit from a program, the more effective it is.
- e. Real change is a program that is declared effective when real change is achieved directly by the program objectives. This real change depends on the program's ability to produce real effects, impacts and transformation for society.

The effectiveness of the program can be assessed by evaluating the extent to which the objectives can be achieved in accordance with the targets that have been set. In addition, the perspective of the community receiving the program can serve as a criterion for evaluating the effectiveness of program assistance. Assessment of the level of program suitability is one method for measuring program effectiveness. In this research, the author uses Sutrisno's program effectiveness indicators where the effectiveness of a program must meet five indicators of program effectiveness, including: 1) Program Understanding, 2) Target Accuracy, 3) Timeliness, 4) Achievement of Goals, and 5) Real Change

Research Methods

This research uses a qualitative descriptive research method. Qualitative research aims to provide detailed descriptions, explanations and answers regarding a problem to be researched by studying individuals, groups or events. The qualitative descriptive method is the most appropriate technique for obtaining discussions regarding policy effectiveness. This research focuses on the effectiveness of implementing the Fertilizer Distribution Policy for farmers in Sumberbendo Village by Village Officials, Kiosk Owners, and Poktan Chairs as parties who have the authority to implement this distribution policy, as well as farmers who are directly involved with this policy. The data used is primary data obtained from interviews and observations, as well as secondary data found in the field. Data analysis is carried out by grouping the data obtained into categories, detailing the data into units, evaluating data for relevance, compiling or presenting the data according to the research focus through making reports, and drawing conclusions so that they are easier to understand. In this research, the interactive analysis model from Miles and Huberman is applied to process research data. Qualitative data analysis activities are carried out continuously until the data is saturated.

Results And Discussion

Policy is a written rule resulting from an official organizational decision that must be implemented because it is binding (Winata et al., 2021). In this case the organization in question is a government organization. A policy is created as a form of government intervention to solve problems that exist in society. A policy must be seen to what extent it is effective in responding to existing problems in society. The effectiveness of the Fertilizer Distribution Policy for Farmers in Sumberbendo Village, Probolinggo Regency is measured through program effectiveness indicators from Sutrisno (2010), where there are five indicators, namely: program understanding, target accuracy, timeliness, goal achievement and real change. Interviews were conducted with parties involved in implementing the Fertilizer Distribution Policy in Sumberbendo Village to obtain accurate data and information in the field. According to Sutrisno (2010), the indicator of program understanding is a realization of the program so that it can run smoothly and well. In terms of targeting accuracy indicators, it can be interpreted that the targets aimed at must have similarities with the policies that have been established so that Fertilizer Distribution can be implemented effectively. Timeliness indicators can be said to be effective if the program implemented is within the specified time. Indicators of achieving goals are programs that must run well and provide benefits so they will be called effective. In terms of indicators of real change, it can be said to be effective if the program can have real changes to the program targets.

Understanding the program in Fertilizer Distribution for Farmers in Sumberbendo Village, Probolinggo Regency means that the more you understand the program targets for the Fertilizer Distribution program, the more effective the program will be. Based on interviews conducted by researchers with the Chair of the Sumberbendo Village Poktan, it was found that the community did not understand the fertilizer distribution policy for farmers. So there are still many conflicts emerging due to the lack of information that the public has. Mrs. Rijik, the owner of the Fertilizer Kiosk, also explained the same thing. Mrs. Rijik explained that the public did not understand the fertilizer distribution policy, namely that owners of agricultural land with a maximum area of 2ha could still get subsidized fertilizer. However, farmers are worried that if they report the total area of their agricultural land, they will not receive a share of subsidized fertilizer. This has caused farmers to protest because the subsidized fertilizer quota they receive is not

commensurate with the area of agricultural land they own. The kiosk owner and the head of the Poktan provided a solution for the farmers to buy non-subsidized fertilizer to cover the shortage of fertilizer quota, but the farmers refused on the grounds that the price of non-subsidized fertilizer was almost double the price of subsidized fertilizer. From the results of the interview, it can be said that the understanding of the Fertilizer Distribution program to the people of Sumberbendo Village is still relatively poor.

Table 1. Total Fertilizer Needs in Sumberbendo Village 2023

No	Plant Type	NPK Fertilizer Needs	Urea Fertilizer Needs
1.	Corn	41,838 kg	80,901 kg
2.	Paddy	24,226 kg	36,336 kg
3.	Total	66,064 kg	117,237 kg

Source: Poktan Jaya Agung Sumberbendo, 2023

From the table data above, it is known that the need for urea fertilizer is greater than for NPK fertilizer with a ratio of 117,237 kg of Urea fertilizer to 66,064 kg of NPK fertilizer.

According to Sutrisno (2010), the program target accuracy indicator means that the target must be in accordance with existing policies so that fertilizer distribution can be carried out effectively. In relation to the Fertilizer Distribution Program, the target accuracy indicators are considered appropriate. This is in accordance with interviews conducted by several residents of Sumberbendo Village, namely that fertilizer distribution has been given to the right targets.

Table 2. Number of Farmers and Planting Area in Sumberbendo Village in 2023

No	Hamlet name	Number of Farmers	Planned Planting Land Area
1.	Kresek Hamlet	347	56.20 ha
2.	Kalidelu Hamlet	436	87.26 ha
3.	Sirian Hamlet	233	76.47 ha
4.	Krajan Hamlet 1	442	47.05 ha
5.	Krajan Hamlet 2	332	17.26 ha
	Total	1790	284.24 ha

Source: Sumberbendo Village Government, 2023

From the table data above, it is known that the number of farmers in Sumberbendo Village in 2023 will be 1790, with a planned planting area of 284.24 ha. For people who have agricultural land of more than 2ha, they cannot get subsidized fertilizer quota but must buy non-subsidized fertilizer.

The timeliness indicator according to Sutrisno (2010) states that an effective program is a program that is commensurate with the time that has been previously decided, so the program can be said to be an effective program. Timeliness in the distribution of fertilizer in Sumberbendo Village can be said to be effective because the kiosk as a place for distributing fertilizer to farmers has provided fertilizer and the fertilizer in the kiosk is not allowed to be empty. Therefore, farmers who want to collect their fertilizer quota can immediately go to the kiosk to collect subsidized fertilizer of the type urea and phonska. Farmers can also buy non-subsidized fertilizer if they feel that the subsidized fertilizer they get is not enough. Kiosk will also submit fertilizer needs to the central government, where the fertilizer needs will also be provided to farmers in Sumberbendo.

In the indicators for achieving goals according to Sutrisno (2010), it is explained that if a program runs well and provides benefits, the more effective the program being implemented will be. In terms of indicators of achieving the goal, if correlated with the Fertilizer Distribution Program, it can be said that it is not going well, this is shown by the results of the interview that the researcher conducted with Mrs. Rijik as the owner of Fertilizer Kiosk 2, as follows:

"In my opinion, the distribution of fertilizer here is still not evenly distributed, especially when discussing subsidized fertilizer because in fact the fertilizer distribution mechanism is given to people who have registered for SPPT and have a maximum of 2ha of land, so those who meet the requirements will get subsidized fertilizer and if the community has land above 2ha required to purchase non-subsidized fertilizer. However, there are many people here who have not registered SPPT in accordance with the provisions, so there are still many farmers who have not received their share of fertilizer, especially subsidized fertilizer."

The same opinion was also conveyed by Mr. Selly as the owner of Fertilizer Kiosk 1, as follows:

"The problem of unequal distribution of fertilizer is caused by the lack of information that farmers have about SPPT registration regulations, so many SPPTs are rejected from the center." This problem stems from the lack of completeness of the SPPT registration requirements submitted by farmers. Sumberbendo Village has several kiosks to distribute fertilizer to the community, where Kiosk 1 belongs to Mr. Selly as a fertilizer distribution place for the Jaya Agung Farmer Group 4 and Kiosk 2 belongs to Mrs. Rijik as a fertilizer distribution place for Jaya Agung Farmer Groups 1, 2, and 3. The tendency of farmers to prefer urea fertilizer to NPK fertilizer has given rise to a new problem, namely the amount of urea fertilizer which is experiencing a shortage. From several problems that still occur in the fertilizer distribution process, it can be concluded that the indicators for achieving the goal are still not good.

According to Sutrisno (2010), the indicator of real change explains that a program will be considered effective if the program has real changes that are found directly in the program targets, real changes in fertilizer distribution in Sumberbendo Village, namely the availability of fertilizer at kiosks which is sufficient for farmers' needs. Based on interviews conducted by researchers, it was found that kiosks provided urea and phonska fertilizers for farmers, but farmers only liked urea fertilizers, thus making the availability of fertilizer which was initially sufficient to become insufficient for farmers because farmers did not want to use phonska fertilizer. From interviews conducted by researchers with the Head of the Farmer's Group, it was found that in terms of indicators of real changes in the distribution of fertilizer, it can be said to be less

effective because there are two types of fertilizer available, namely urea and phonska, but phonska fertilizer is not in demand by farmers because it cannot make the plants planted grow better. green, this was discovered when researchers conducted interviews and observations with farmers where farmers said that indicators of fertile plants were green plants even though in fact fertile plants were not measured by green plants. However, there are many indicators to indicate that a plant is fertile, such as strong roots, fast plant growth, etc. With the lack of demand for Phonska fertilizer, farmers experience a shortage of subsidized fertilizer and create a shortage of urea fertilizer.

Conclusion

Indonesia is an archipelagic country that has vast and fertile land, so the agricultural sector is the main focus for the country's development. Therefore, a fertilizer distribution policy for farmers has been implemented so that food availability can be sufficient. The distribution of fertilizer is divided into subsidized fertilizer and non-subsidized fertilizer. The assessment of the success of the Fertilizer distribution program or policy for farmers in Sumberbendo Village, Probolinggo Regency is carried out based on five indicators, including understanding the program, accuracy of targets, timeliness, achievement of goals and real changes. Based on the results, it is known that the public's understanding regarding distribution still does not understand that subsidized fertilizer has a unit weight limit because the price given is also the lowest retail price compared to the price of non-subsidized fertilizer. Meanwhile, indicators of the accuracy of targets for the fertilizer distribution program have been implemented effectively. Then, the indicator of timeliness in the distribution of fertilizer in Sumberbendo Village can be said to be effective because the fertilizer kiosks that provide fertilizer and the fertilizer supplies in the kiosks are not allowed to be empty. In terms of indicators of achieving the goal, it can be said that progress is not going well because many people have not registered SPPT in accordance with government regulations so that the distribution of fertilizer is not in accordance with the fertilizer needs in Sumberbendo Village. In terms of indicators of real change, this fertilizer distribution program can be said to be less effective because there are two types of fertilizer available, namely urea and phonska, but phonska fertilizer is not popular with farmers because it cannot make plants green. This was discovered when the researchers conducted interviews with farmers where the farmers said that the indicator of fertile

plants was green plants even though fertile plants were not actually measured by green plants. With lower demand for phonska fertilizer, farmers are suffering from a shortage of subsidized fertilizer and creating a shortage of urea fertilizer. In this case it can be concluded that the effectiveness of the fertilizer distribution policy for farmers in Sumberbendo Village, Probolinggo Regency can be said to be less effective. However, based on the discussion and conclusions, the researcher provided suggestions for the Sumberbendo Village Government to collaborate with Department of Food Crops and Horticulture and the Agricultural Training Center to increase public understanding of the fertilizer distribution program so that they understand the terms and conditions for registering SPPT for land owned by the community in order to achieve equal distribution of subsidized and non-subsidized fertilizers to farmers in Sumberbendo Village, then there is a need for socialization regarding the benefits of phonska fertilizer (NPK) and urea to avoid misunderstandings among the public.

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