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## Implementation of Subsidized Fertilizer Policy in Balinggi District Parigi Moutong Regency

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### Abstract

In general, this study aims to analyze the implementation of subsidized fertilizer policies in Parigi Moutong Regency. This research uses a qualitative method, which is a method that is prepared based on certain rules in a real context, which aims to describe and explain systematically and accurately related to the fertilizer policy. The theory used is the implementation of policies from Grindle (in Nugroho, 2004:176), which includes four main aspects: communication, resources, disposition, and bureaucratic structure.

The results of this study show that the success of policy implementation is highly dependent on good coordination between relevant actors and effective resource management. The positive disposition of farmers, extension workers, distributors, and the government is an important factor in encouraging policy success, although the obstacles faced can cause the change in disposition to be negative. Therefore, efforts to improve communication, extension training, infrastructure improvement, and a more efficient administrative system are needed to increase the effectiveness of subsidized fertilizer policies in Balinggi District.

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### Introduction

Indonesia is an agrarian country with the agricultural sector playing a vital role in the economy and social life of its people. Agriculture is a significant contributor to the national gross domestic product (GDP) although its contribution has decreased in line with the development of the Industry and Services sector. To encourage the achievement of National Food Self-Sufficiency, various government programs and policies in the agricultural sector have been implemented, including through subsidized fertilizer policies, Irrigation and Agricultural Infrastructure, Agricultural Diversification, increased access to financing, Research and Development and Education and Extension programs.

According to the Central Statistics Agency, the number of Indonesia's population in February 2023 working in the agricultural sector was 40.70 million people (29.36%) out of a total of 138.63 million people working in all sectors. Based on these figures, it shows that the Agriculture sector has a very strategic role in maintaining the sustainability of the national economy, especially to realize competitiveness, labor absorption, poverty alleviation and maintain national food security.

The phenomenon of climate change and dynamic and often unstable global geopolitical conditions can pose significant challenges to the world's agricultural sector and food security. The impact of climate change is multidimensional in nature that changes the physical order of agro-ecology on resources agriculture which has an impact on decreasing crop productivity and decreasing farmers' welfare. One of the important policies that can overcome this problem is through the subsidized fertilizer policy because fertilizers can have a direct impact on increasing plant productivity.

One of the agricultural development policies that has been implemented by the Government is to implement a subsidized fertilizer program.

Fertilizer is one of the most important and strategic elements in determining the success of plant cultivation, because fertilizer can increase plant productivity and the competitiveness of agricultural products, both food, horticulture and plantation crops. According to Hadi, fertilizer is one of the most essential inputs in the agricultural production process. It is called so because without fertilizers, the use of other inputs such as superior seeds, water and labor will only provide marginal benefits so that agricultural productivity and farmers' income will be low.

Presidential Regulation Number 18 of 2020 concerning the National Medium-Term Development Plan (RPJMN) for 2020-2024, in appendix II, agricultural development is included in the 4th strategic project, namely strengthening business guarantees and strengthening 350 farmer and fisherman corporations. The benefits to be achieved are: 1. Increase in farmers' income by an average of 5% per year. 2. Increase in Agricultural Commodity Productivity 5% per year. 3. The occurrence of a change in the behavior of the community in the management of Agriculture and Fisheries from dependent on the Government (State Budget and Subsidies) to independent (Investment and Business).

Based on the RPJMN, it can be concluded that the Government continues to encourage the development of the agricultural sector so that farmers can be independent through productive work programs that can increase crop productivity and increase farmers' income so that independent farmers are created and do not depend on the state budget and subsidies. To realize this matter, the agricultural sector development policy that has been implemented so far still needs to be maintained and even improved, especially the subsidized fertilizer policy which has a direct impact on increasing agricultural productivity per hectare and the welfare of farmers.

Such is the importance of fertilizer for farmers, so the government continues to encourage various policies, including through fertilizer subsidies. Historically, fertilizer subsidy policies have been dynamic according to strategic environmental conditions. However, the essence of the fertilizer subsidy policy since 1969 remains the same, namely encouraging an increase in national productivity and food production and improving the welfare of farmers. Since then, fertilizer subsidies have continued to be provided in the form of the highest retail price (HET).

The development of the agricultural sector is required to be able to increase national food security and competitiveness in order to realize an advanced, independent and modern Indonesia, so the Government continues to strive to encourage the fulfillment of the availability of food production through various strategic policy steps implemented by the Ministry of Agriculture, one of which is by implementing a subsidized fertilizer policy. Through this policy, it is hoped that food production will always be maintained. Subsidized fertilizers are fertilizers that are procured and distributed subsidies from the Government for the needs of farmers which are carried out on the basis of government programs in the agricultural sector. (Technical instructions for subsidized fertilizer management in 2023).

Through the subsidized fertilizer program, it is hoped that farmers will get direct benefits as recipients of subsidized fertilizers because it will increase productivity and crop production, reduce production costs and improve the welfare of farmers, for this reason every time the government allocates a fertilizer subsidy budget to encourage increased

productivity and quality of agricultural products while ensuring the availability of fertilizers at the farmer level at affordable prices.

The Subsidized Fertilizer Policy has been regulated through the Regulation of the Minister of Trade No. 04 of 2023 concerning the procurement and distribution of subsidized fertilizers for the Agricultural sector and the Regulation of the Minister of Agriculture No. 10 of 2022 concerning Procedures for the determination of the allocation and the highest retail price of subsidized fertilizers in the agricultural sector to ensure that the governance of subsidized fertilizers can meet the 6 (six) right elements, namely on time, The right quantity, the right type, the right place, the right quality and the right price.

The distribution of subsidized fertilizers begins at the stage of needs planning, the amount of the subsidy value, the determination of the highest retail price, to the retribution system from producers, distributors, retailers and farmers who are entitled to subsidized fertilizers.

Based on Technical Instructions for Subsidized Fertilizer Management for the 2023 Fiscal Year. The scope of subsidized fertilizer management for the 2023 fiscal year includes: Preparation consisting of determining fertilizer allocations and regulations related to subsidized fertilizer management, subsidized fertilizer distribution, distribution verification and validation, subsidy payments, monitoring and evaluation.

The fertilizer subsidy policy is a form of policy implementation, which is also one of the policy processes after the establishment of higher legal products. The policy is also seen as having the meaning of implementation where various actors, organizations, procedures and techniques work together to implement the policy in an effort to achieve the goals of the program or program. According to Lester and Stewart implementation on the other hand is a complex phenomenon that may be understood as a process, an output or an impact.

Meanwhile, Grindle (1980:6) <sup>[5]</sup> also gave his views on policy implementation by saying that in general, the task of implementation is to form a link that makes it easier for policy goals to be realized as an impact of a government activity. Therefore, the task of policy implementation includes the formation of "a policy delivery system" where certain facilities are designed and implemented with the hope of reaching the desired goals. Thus, public policy is translated into action programs intended to achieve the goals stated in the policy. These action programs can be sorted into specific projects to be managed. The purpose of individual action programs and projects is to bring about a change in the policy environment.

Referring to the Regulation of the Minister of Trade No. 04 of 2023 concerning the procurement and distribution of subsidized fertilizers for the agricultural sector and the Regulation of the Minister of Agriculture No. 10 of 2022 concerning Procedures for the determination of the allocation and the highest retail price of subsidized fertilizers in the agricultural sector and the Decree of the Director General of Agricultural Infrastructure and Facilities Number: 45.11/KPTS/RC.2010/B/11/2022 concerning technical instructions for the management of subsidized fertilizers in 2023, Therefore, Parigi Moutong Regency as one of the main food-producing districts in Central Sulawesi Province continues to strive to maintain and increase agricultural production by synergizing the policies of the Central and

Regional Governments through the escort and assistance of the Subsidized Fertilizer policy. For this reason, the Regional Government of Parigi Moutong Regency through the Food Crops, Horticulture and Plantation Service has described the allocation of subsidized fertilizers through the Decree of the Regent of Parigi Moutong Number: 521.34.45/995/DTPHP concerning the Allocation of Subsidized Fertilizer Needs in the Agricultural Sector in 2023 where the highest retail price (HET) at the retailer level is Urea Fertilizer Rp. 2,250/Kg, NPK Fertilizer Rp. 2,300/Kg, NPK Special Formula Rp. 3,300/Kg.

Based on the data on the proposed need for subsidized fertilizers from the sub-district level input through the e-RDKK application, it can be seen that farmers are in dire need of subsidized fertilizers in order to maintain the sustainability of food production, where the number of farmers of Food Crops, Horticulture and Plantation commodities in 2023 who propose subsidized fertilizers is 21,526 people.

The allocation of Subsidized Fertilizers prepared by the Government is very limited in accordance with the budget allocation of the State Budget so that supervision, mentoring and coaching as well as technical guidance in facilitating production facilities (fertilizers) to the community/farmers are very necessary as a form of the role of local governments in an effort to provide services in accordance with their duties and authorities. PT Pupuk Indonesia as the implementer of fertilizer subsidies has the duty and function to hold and distribute subsidized fertilizers starting from producers, distributors and retailers according to their respective areas of responsibility so that the distribution of fertilizers is timely, in the right quantity, in the right type, in the right place, in the right quality and at the right price. Procurement and distribution are carried out by official distributors who have been appointed by producers according to their respective work areas, then the distributors will distribute to official retailers in the sub-district area and distribute them to farmers.

In addition, the definition and status of subsidized fertilizers, namely fertilizers whose procurement and distribution receive subsidies from the government and for the needs of farmers which are implemented on the basis of government programs in the agricultural sector, but in their implementation there are many obstacles and problems that need to be overcome immediately so that the subsidized fertilizer policy is truly felt by farmers. However, it is often reported that there is often a delay in the arrival of fertilizer at the farmer's place or the price purchased by farmers is greater than the HET, especially at the peak of the planting season, or moral hazard in the form of seepage into the non-food and non-subsidized sectors. For this reason, efforts to improve the distribution system and distribution of subsidized fertilizers need to be improved. The purpose of this study is to find out how the implementation of subsidized fertilizer policies in Balinggi District.

## Literature Review

### 1. Previous research

Rithania Michelia Tompunu, Johny Lumolos and Welly Waworundeng conducted a research with the title of the Agency's strategy in overcoming the scarcity of subsidized fertilizers in Modoinding District. The purpose of the research is to find out the strategy of the Agriculture Office in overcoming the scarcity of subsidized fertilizers. The results of the research are as follows: First, the strategies

formulated by the South Minahasa Regency Agriculture Office to overcome the scarcity of subsidized fertilizers in Modoinding District, such as the implementation of RDKK and the provision of counseling, have not had a positive impact on answering existing problems. Second. From the aspect of implementing the strategy, it is very clear that there are no strategic steps taken by the South Minahasa Regency Agriculture Office, especially to overcome the scarcity of fertilizer in Modoinding District. Third, the assessment of the Agriculture Office's strategy in overcoming the scarcity of subsidized fertilizers as a whole in South Minahasa Regency has not been resolved. This is based on what the researcher finds in the field when the research is conducted. The strategy implemented does not answer the complaints of the community. This is exacerbated by the absence of a review by the Agriculture Service so that the existing policy has never been updated or at least improved.

The similarity of the research with the above research both take qualitative research methods outlined descriptively (Moleong). The difference between this research and the research mentioned above is in the locus of the research carried out in Modoinding district, South Minahasa Regency.

## 2. Public Policy Concept

In general, the term "Policy or Policy" is used to indicate the behavior of a person or actor (for example, an official, a group or a government institution) or a number of actors in a certain field of activity.

According to Carl Friedrich said that policy is, "a series of actions/activities proposed by a person, group, or government in a certain environment where there are obstacles (difficulties – difficulties) and possibilities (opportunities) where the policy is proposed to be useful in overcoming it to achieve the intended goal." For the purpose of the policy as part of the activity, Friedrich adds a provision that the policy relates to the completion of some purpose or purpose. Although the intent or purpose of government activities is not always easy to see, the idea that policy involves intentional behavior is an important part of the definition of policy. However, the policy must show what is actually being done rather than what is proposed in some activities on a problem.

## 3. Policy Implementation Model

Various approaches in policy implementation, both related to implementers, resources, method environment, problems and levels of plurality faced in society. Human resources as implementers have an important role in controlling the implementation of public policies. The following are some policy implementation theories that mention various variables, including:

George C. Edwards III (1980) <sup>[4]</sup> Policy Implementation Model in. The policy implementation model, according to the view of Edwards III (1980) <sup>[4]</sup>, is influenced by 4 (four) variables, namely: (1) Communication, (2) Resources, (3) Disposition and (4) Bureaucratic Structure. The four variables are also interconnected with each other.

Communication, the implementation of public policies in order to achieve success, requires implementers to know what to do clearly. What are the goals and objectives of the policy must be informed to the target group so that it will reduce distortion of implementation. If the delivery of the goals and objectives of a policy is not known at all by the target group, then there is a possibility of rejection or resistance from the target group concerned.

Although the target resources, objectives and content of the policy have been communicated clearly and consistently, if the implementer lacks the resources to implement, the implementation will not run effectively and efficiently. Disposition, the implementer must do a good disposition, then he will be able to carry out the policy well as what the policymaker wants and implements. Disposition is the disposition and characteristics possessed by the implementer, such as commitment, honesty, and democratic nature. If the implementer has a different attitude or perspective from the policy maker, then the policy implementation process also becomes ineffective.

**Bureaucratic Structure**, The organizational structure that is in charge of implementing policies has a significant influence on policy implementation. One of the important structural aspects of every organization is the existence of standard operating procedures or SOPs. SOPs are a guideline for every implementer in acting. An organizational structure that is too hawkish will tend to weaken supervision and give rise to red-type, namely complicated and complex bureaucratic procedures.

### Research Methods

This study uses a qualitative descriptive design to understand social phenomena in depth, especially related to the distribution, use, and impact of subsidized fertilizers from the perspective of various stakeholders. The data used consisted of primary data and secondary data. Primary data was obtained through direct interviews with officials of related agencies, field extension workers, distributors, subsidized fertilizer retailers, and rice farmers in Balinggi District. Meanwhile, secondary data comes from documents such as data on farmer groups, fertilizer needs, and subsidized fertilizer allocations available at the Parigi Moutong Regency Food Crops, Horticulture and Plantation Office.

Data collection techniques include interviews with policy actors, distributors, retailers, and farmers; documentation in the form of relevant written data; and literature study through the analysis of books and supporting documents. The researcher acts as the main instrument in data collection by using observation, interviews, and direct data collection in the field.

Data analysis is carried out through three main stages: data reduction, namely the process of selecting and classifying information to focus more on research problems; presentation of data in a simpler and easier to understand form; and drawing conclusions to answer research questions based on the results of the analysis. The informants in this study include farmers, officials at the Horticulture and Plantation Food Crops Office, field extension workers, distributors, and retailers of subsidized fertilizers in Balinggi District.

The research location is in Balinggi District, Parigi Moutong Regency, which has a rice field area of 5,363.32 Ha. This research was carried out for three months since the issuance of a research license from the Tadulako University Postgraduate Program.

### Research Results and Discussion

#### Implementation of Subsidized Fertilizer Policy in Balinggi District

Policy implementation is a very crucial stage in the public policy cycle. At this stage, the policies that have been formulated at the central and regional levels are translated into concrete actions that can be benefited by the community.

Implementation is not just about executing administrative orders or procedures, but it is also a complex process involving various actors, mechanisms, resources, and coordination. The success of policy implementation is not only determined by the quality of the policy itself, but also by how the policy can be adapted and operationalized according to field conditions.

Grindle (in Nugroho) explained that policy implementation is influenced by two main groups of variables, namely the content of policy and the context of implementation. The content of policy includes elements such as clarity of policy objectives, benefits produced, resource allocation, and flexibility in policy implementation in the face of existing dynamics. On the other hand, the context of implementation involves social, political, and economic aspects that exist in the implementation environment, including the role of implementing actors, resource conditions, and coordination mechanisms at the local level. These two groups of variables interact with each other and determine the success of policy implementation.

Furthermore, in the context of subsidized fertilizer policies, implementation has a strategic role to ensure that subsidies provided by the government really reach farmers in need. This policy aims to support the agricultural sector by providing high-quality fertilizers at more affordable prices. This is expected to increase the productivity of agricultural products, maintain food stability, and improve the welfare of farmers. However, the effectiveness of the implementation of this policy often faces various obstacles, especially in areas that have geographical, social, and administrative challenges, such as in Balinggi District.

Balinggi District, as one of the areas that depends on the agricultural sector, has a very high need for subsidized fertilizers. However, the implementation of this policy in the field is often faced with problems such as uneven distribution, limited resources, lack of supervision, and communication obstacles between the parties involved. It is in this context that the policy implementation theory developed by Grindle becomes relevant to use. Grindle emphasized that the success of policy implementation is highly dependent on the ability of actors to understand, manage, and address the dynamics on the ground.

As the basis of the analysis, Grindle identified four main aspects that affect policy implementation: communication, resources, disposition, and bureaucratic structure.

Communication is a key element in conveying information related to policies to implementers and beneficiaries. Clear, consistent, and understandable information will help all parties involved have a common understanding of policy objectives, procedures, and mechanisms. Ineffective communication can lead to misinformation, misinterpretation, or even rejection of policies.

Resources, including all forms of support needed to implement the policy, including funds, manpower, facilities, and infrastructure. Without adequate resources, even well-formulated policies will not be able to be implemented optimally.

Disposition, refers to the attitude, commitment, and motivation of policy implementers. Implementers who have a positive attitude and high commitment to policies will be better able to overcome obstacles in the field and ensure that policies run according to their goals. Conversely, apathy or unsupportive attitude from the implementer can be a significant obstacle.

Bureaucratic structure, refers to administrative governance and organizational mechanisms that support policy implementation. Bureaucratic structures that are too complicated, inflexible, or inefficient are often one of the main causes of policy implementation failures. On the contrary, a simple and adaptive structure will help the smooth implementation of policies in the field.

Using this policy implementation theory approach, the study of subsidized fertilizer policies in Balinggi District can provide a more comprehensive picture of how these four aspects play a role in supporting or hindering the success of the policy. This analysis not only aims to evaluate the implementation of the policy, but also to provide concrete recommendations that can help improve the implementation process in the future. The next discussion will outline the role of each of these aspects in the local context of Balinggi District, as well as its impact on farmers as the main beneficiaries of this subsidized fertilizer policy.

## 1. Communication

Public policy implementation is a process that involves many parties and complexity, often dealing with various challenges in the field. In this case, the subsidized fertilizer policy is one of the most important policies for Indonesia's agricultural sector, because it directly touches on the needs of farmers to support their agricultural products. Subsidized fertilizers aim to reduce farmers' production costs, so that they can obtain fertilizers at more affordable prices. However, despite the good intentions and importance of these policies, their implementation often faces various problems, especially in terms of complicated distribution and administration.

Various aspects that affect the effectiveness of the implementation of the policy. One of the important factors in the success or failure of this policy is communication between parties involved in the fertilizer distribution process. In the policy implementation theory developed by Grindle (in Nugroho), communication is one of the important indicators in assessing the success of a policy. Effective communication not only includes the delivery of clear information, but also includes transparent interaction and good coordination between the parties involved, ranging from the government, extension workers, distributors, retailers, to farmers.

According to Grindle, poor or inhibited communication can be one of the main obstacles to policy implementation. Without effective communication, policies will be difficult for the main target parties, in this case farmers. Information regarding fertilizer collection procedures, distribution schedules, and administrative requirements that must be met by farmers will be difficult to receive if it is not conveyed in an easy-to-understand and timely manner. On the contrary, good communication allows all parties to understand each other's roles and responsibilities, as well as avoid miscommunication or confusion among farmers about the policy.

In the context of the implementation of subsidized fertilizer policies in Balinggi District, communication plays a very big role. Communication between extension workers, retailers, distributors, and farmers will determine the smooth distribution of fertilizers according to the needs in the field. For example, in practice, farmers often complain about delays in the fertilizer needed for the growing season or even a mismatch between the allocated amount and the actual amount needed. This is largely due to the lack of effective coordination between the parties involved in the distribution,

as well as the lack of clarity on the procedures in place. Extension agents, who act as a liaison between the government and farmers, may face difficulties in delivering comprehensive policy information to farmers, especially if the information is received late or inadequate.

On the other hand, distributors who are in charge of distributing fertilizers to retailers also often face obstacles in managing limited fertilizer allocation. Often, they are unable to meet the demand from retailers or farmers because the quotas provided do not match the actual needs in the field. This can create tension and dissatisfaction among farmers, which can ultimately have an impact on the effectiveness of the policy itself. Moreover, if information regarding quotas, delivery schedules, and fertilizer collection procedures is not conveyed clearly and transparently, it will be difficult for all parties to work together properly.

Ineffective communication can exacerbate this situation, cause confusion among farmers about how to get subsidized fertilizers, and slow down the planned distribution process. Therefore, smooth and organized communication between the government, extension workers, distributors, retailers, and farmers is urgently needed so that the subsidized fertilizer policy can be implemented properly.

Seeing the importance of communication in the implementation of subsidized fertilizer policies, further analysis of communication indicators in Grindle's theory is very relevant to consider. In the context of Balinggi District, it is important to evaluate the extent to which the flow of communication between various parties is well established. Is there an error in the delivery of information or is there an obstacle in coordination that causes the subsidized fertilizer policy to not run optimally? By understanding these communication indicators, we can design solutions to improve the implementation of subsidized fertilizer policies in the future, so that farmers can get the maximum benefit from the policy.

Overall, Grindle's theory provides an in-depth understanding of the importance of communication in policy implementation. In the context of subsidized fertilizer policy in Balinggi District, this theory has proven relevant in explaining the problems faced and providing directions for improvement. With effective communication, policies can run better, provide maximum benefits for farmers, and support the development of a sustainable agricultural sector.

## 2. Resources

The implementation of the subsidized fertilizer policy in Balinggi District is an important thing to analyze, considering that this policy has a direct impact on the welfare of farmers and the success of the agricultural sector in the region. Subsidized fertilizers are a form of government intervention that aims to increase agricultural production, especially for smallholders who are vulnerable to fluctuations in market prices. However, the success of these policies depends not only on the regulations that are set, but also on the extent to which they can be effectively implemented on the ground. One approach that can be used to analyze the implementation of this policy is to look at it through the perspective of the policy implementation theory developed by Grindle (in Nugroho). According to this theory, the resource factor is one of the important indicators that determine whether the policy can be implemented well or not. In the context of the subsidized fertilizer policy in Balinggi District, the resource factor in question includes various elements that support the

implementation of this policy, such as budget, labor, infrastructure, and institutional capacity at the local level. The resources referred to in Grindle's theory include two main aspects, namely physical resources and human resources. Physical resources refer to the infrastructure available to support the distribution of subsidized fertilizers, such as warehouses, transportation, as well as other supporting facilities. Adequate infrastructure is essential to ensure that fertilizers can reach farmers on time and in appropriate amounts. Without adequate infrastructure, the distribution of subsidized fertilizers can be hampered, and may not even reach farmers in need.

In addition, the human resource factor is also very decisive in the implementation of this policy. At the Balinggi District level, the existence of a trained workforce and sufficient knowledge about subsidized fertilizer policies is very necessary. Agricultural extension workers, for example, play an important role in providing farmers with the right information on how to use subsidized fertilizers effectively. Without competent human resources, this policy will be difficult to implement properly. This is a challenge in itself in areas that have a limited number of extension workers or trained workers in the agricultural sector.

In this case, the capacity of local governments also greatly affects the success of policy implementation. Local governments as policy implementers must have adequate capacity in planning, organizing, and controlling the implementation of these policies. If this capacity is not achieved, then even though policies are in place, their implementation can be hampered or even failed. For example, there are difficulties in allocating the right budget for fertilizer subsidies or weak supervision of fertilizer distribution to farmers.

With sufficient resource support, subsidized fertilizer policies will be difficult to have the desired impact, namely increasing agricultural yields and farmers' welfare. In addition, the implementation of this policy is also greatly influenced by the challenges and obstacles that exist in the field. One of them is the limited physical and human resources in Balinggi District, such as the limited number of extension workers who can provide assistance to farmers or inadequate infrastructure to distribute fertilizer evenly. These limitations need to be identified and solutions needed to be found so that this policy can run more effectively.

The implementation of the subsidized fertilizer policy in Balinggi District revealed that the resource factor has a very crucial role in determining the success of the policy. Based on the policy implementation theory developed by Grindle (in Nugroho), the availability of resources, both in the form of human, physical, and managerial, is one of the main indicators of policy success. In this context, Grindle's theory provides a clear foundation for understanding the challenges faced in the implementation of subsidized fertilizer policies in the region.

One of the main challenges is the lack of adequate human resources, especially in terms of agricultural extension workers who are the main link between the government and farmers. The limited number of extension workers and the lack of operational facilities result in farmers often not getting enough information about procedures and changes in subsidized fertilizer policies. This is exacerbated by the fact that many farmers do not understand the necessary administrative processes, such as the use of farmer cards. Extension workers who are poorly trained or do not have the

latest information also face difficulties in providing maximum education to farmers.

In addition, limited physical resources, such as poor transportation infrastructure and inadequate storage facilities, are major obstacles in the distribution of subsidized fertilizers. Poor infrastructure often results in delays in the delivery of fertilizers to farmers, especially in remote areas. This not only makes it difficult for farmers, but also creates a mismatch between their needs and the quotas provided. This discrepancy shows that the management of physical resources in subsidized fertilizer policies is still not optimal. Administration and data management is also an important issue that affects the success of this policy. The inaccuracy of the RDKK data used to determine fertilizer allocation often leads to uneven distribution and is not in accordance with the needs of farmers. In addition, complicated administrative procedures slow down the distribution process and make it difficult for farmers to get subsidized fertilizers on time.

The relevance of Grindle's theory to the conditions in Balinggi District is very clear. This theory emphasizes that the success of policy implementation depends on the readiness of human, physical, and well-managed human resources. In this case, the obstacles faced in the implementation of subsidized fertilizer policies show that the available resources have not been optimally managed. Without adequate and well-coordinated resources, policies aimed at supporting farmers have the potential to create new problems, such as delays in distribution, unequal allocation, and dissatisfaction among farmers.

In conclusion, Grindle's theory is very relevant in analyzing the implementation of subsidized fertilizer policies in Balinggi District. The resource factor, as explained in the theory, is a key element that determines the effectiveness of a policy. Therefore, to increase the success of this policy, comprehensive improvement efforts are needed in terms of increasing the capacity of human resources, adequate infrastructure development, and more efficient data management and administration. With improvements in these aspects, the subsidized fertilizer policy can be more effective in achieving its goals, namely supporting the sustainability of the agricultural sector and improving the welfare of farmers in Balinggi District.

### 3. Disposition

Policy implementation is a very important process in ensuring that policies that have been prepared by the government can be realized properly in the field. The subsidized fertilizer policy implemented in Balinggi District aims to reduce the burden of farmers' production costs and help them in increasing agricultural yields. However, although these policies are designed with noble goals in mind, their implementation often encounters various challenges and obstacles. Therefore, it is important to analyze the implementation of this policy through various perspectives in order to find the right solution.

In analyzing policy implementation, one of the theories that can be used is the policy implementation theory from Grindle (in Nugroho), which sees policy implementation as the result of two main factors, namely resources and the disposition of the actors involved. Resources, as discussed earlier, include factors such as human resources, physical facilities, and administrative management that support the course of the policy. However, in addition to the resource factor, the disposition factor of the actors involved in policy

implementation is also very important to pay attention to. Disposition, according to Grindle's theory, refers to the attitudes, views, and commitments of various actors involved in policy implementation. A positive attitude towards the policy will facilitate its implementation, while a negative attitude or resistance from actors can be a major obstacle. In the context of the subsidized fertilizer policy in Balinggi District, the actors involved include farmers, extension workers, distributors, retailers, and the government. Each of these actors has a very important role in the success or failure of the implementation of the policy.

The attitude of farmers, as direct beneficiaries of this policy, certainly greatly affects the smooth distribution and use of subsidized fertilizers. If farmers have a good understanding of this policy and support its implementation, it will be easier for them to follow the established procedures. However, if farmers find it difficult or dissatisfied with the way the policy is implemented, they can become a party that is resistant to the policy. One of the problems that is often faced is the inaccuracy of fertilizer distribution and delays in the provision of subsidized fertilizers, which can make farmers feel dissatisfied and end up looking for other alternatives. Likewise with the disposition of field extension workers who are in charge of providing information and education to farmers. Extension workers who have a strong understanding of subsidized fertilizer policies, as well as the ability to communicate those policies in an easy-to-understand way, will be more successful in guiding farmers. Conversely, if extension workers do not get enough information or do not have a high commitment to policy success, they can become an inhibiting factor.

Furthermore, on the other hand, actors such as distributors and retailers also have an important role in the implementation of this policy. Their attitude and commitment in distributing fertilizers on time and in accordance with the quotas that have been set greatly determines whether this policy can run smoothly at the field level. If distributors and retailers do not understand the importance of the policy or experience difficulties in the distribution process, then the policy will not be effective. In this case, the obstacles that often arise are limited fertilizer quotas, logistical constraints, and difficulties in managing storage warehouses.

Local governments, which act as supervisors and policy managers at the local level, must also have a supportive disposition to ensure that policies run well. Commitment from local governments, both in terms of supervising fertilizer distribution, increasing the capacity of extension workers, and improving infrastructure that supports fertilizer distribution, will greatly affect the success of policy implementation. If local governments do not have sufficient commitment or do not have a deep understanding of the challenges faced on the ground, then this policy will be difficult to achieve.

Looking at all the actors involved, it is important to understand their disposition towards this subsidized fertilizer policy. Is there an attitude that supports the policy, or there is an obstacle in the form of resistance from the actors involved. Positive dispositions, such as the desire to help farmers and improve their welfare, will facilitate the implementation of policies. Conversely, negative dispositions, such as lack of understanding or even rejection of policies, will hinder its implementation.

Through an understanding of the disposition of the actors involved in the implementation of the subsidized fertilizer

policy in Balinggi District, we can get a clearer picture of what affects the success or failure of this policy. Therefore, it is very important to pay attention to the attitudes and views of all parties involved, as well as ensure good communication between the government, extension workers, distributors, retailers, and farmers. With the right approach, this subsidized fertilizer policy can run effectively and provide the greatest benefits for farmers in Balinggi District.

The results of the analysis of the implementation of subsidized fertilizer policy in Balinggi District and Grindle's theory of disposition are very strong, especially in explaining the relationship between the attitudes and actions of actors towards the success of the policy. Grindle's theory asserts that disposition, which includes an individual's or group's attitude, commitment, and understanding of policy, is a key factor that influences overall policy implementation. The results of the analysis of the study in Balinggi District show how the disposition of farmer actors, extension workers, distributors, retailers, and the government plays a significant role in determining the extent to which this policy can achieve its goals.

At the farmer level, a positive disposition towards the policy arises when the subsidized fertilizer policy is perceived to provide direct benefits, such as reducing production costs and increasing agricultural yields. However, administrative barriers, uncertainty in fertilizer stocks, and data inconsistencies in the RDKK are the causes of negative dispositions, which can affect the level of farmers' support for this policy. This is in line with Grindle's theory, which states that when key actors feel disadvantaged or policies do not work as expected, the negative dispositions that arise can hinder the successful implementation of policies.

Field extension workers, as intermediaries between the government and farmers, show a positive disposition in supporting the policy. However, the challenges faced, such as the limited number of extension workers, lack of training, and lack of facilities, can reduce their work effectiveness. Grindle's theory explains that support for policy actors, such as extension workers, is essential to maintain their positive disposition. By increasing the capacity of extension workers through adequate training and facilities, policies can be implemented more effectively.

Distributors and retailers, despite having a supportive disposition, face obstacles in the form of limited fertilizer quotas and inadequate infrastructure. In accordance with Grindle's theory, if these actors feel that the policy is not supported by a good distribution system, their disposition may turn negative, which has a direct impact on the smooth implementation of the policy at the field level.

The government shows a positive disposition with a strong commitment to supervise, allocate quotas, and evaluate policy implementation. However, obstacles in the form of inter-agency coordination, limited resources, and infrastructure are challenges that affect their performance. Grindle's theory emphasizes that positive government commitment can be a driver to overcome these obstacles and improve the effectiveness of policy implementation.

The relevance of Grindle's theory in this context can be seen in the explanation that the positive disposition of the actors involved will increase participation, collaboration, and policy effectiveness. On the other hand, negative dispositions due to the obstacles faced can hinder the achievement of policy goals. Analysis in Balinggi District shows that although most actors have a positive disposition, various structural and

operational constraints on the ground can turn the disposition negative. Therefore, improvements in terms of administration, distribution, training, and infrastructure are urgently needed to ensure that the disposition of actors remains positive and policies can run optimally.

#### 4. Bureaucratic Structure

The implementation of public policy is highly dependent on various factors that affect its success in the field. One of the important factors that can determine the effectiveness of policy implementation is the bureaucratic structure. The bureaucratic structure, as explained in Grindle's theory (in Nugroho), refers to the organizational structure and relationships between the institutions involved in a policy. This structure includes various aspects, such as communication channels, division of authority, and coordination between institutions and individuals involved in policy implementation. A clear, well-coordinated, and effective bureaucratic structure will certainly facilitate the implementation of the set policies, on the contrary, ineffectiveness or irregularity in the bureaucratic structure can hinder the implementation of policies and potentially cause the policies to fail to achieve their goals.

In the implementation of the subsidized fertilizer policy in Balinggi District, the bureaucratic structure has a very crucial role. The subsidized fertilizer policy is a policy that involves various parties, ranging from the central government, local governments, related agencies, distributors, retailers, to farmers who are the direct beneficiaries of this policy. Each of these parties has a very important role and must work well together so that this policy can run effectively. However, to realize this cooperation, a clear and well-coordinated bureaucratic structure is needed.

Furthermore, on the other hand, the complexity of subsidized fertilizer policies also requires good regulation regarding the authority and duties of each party involved. Local governments and related agencies have authority in terms of allocating fertilizer quotas, monitoring distribution, and evaluating policies, while field extension workers and farmer groups play a role in conveying information and ensuring that the policy is well accepted and understood by farmers. Retailers and distributors are in charge of distributing fertilizers in accordance with existing regulations. In order for all of these stages to run well, relationships between parties must be maintained properly through intensive coordination. Without good coordination, the implementation of policies in the field is often disrupted and can hinder the smooth distribution of fertilizers to farmers.

However, based on interviews with various informants directly involved in the implementation of this policy, there are several obstacles that arise in the existing bureaucratic structure. One of the main obstacles faced is the lack of coordination between institutions and parties involved in policy implementation. Field extension workers, who are in charge of conveying information to farmers, often have difficulty accessing the latest information on subsidized fertilizer policies due to the lack of information updates from relevant agencies. This leads to a gap between the policies set and the understanding held by farmers. In addition, distributors and retailers often experience problems in terms of limited fertilizer stocks, which are related to quota allocation from the government that does not always meet the needs in the field.

Furthermore, some farmers also feel hampered by

complicated administrative procedures, such as registration and use of farmer cards. This reflects that the existing administrative system is not fully accessible to farmers, especially for those in remote areas. In this case, the existing bureaucratic structure has not fully met the needs of farmers and does not always run efficiently.

The implementation of the subsidized fertilizer policy in Balinggi District still seems to be facing various challenges related to the existing bureaucratic structure. Many parties are involved in the implementation of this policy, but there is not good coordination between them. Field extension workers and farmer groups as a liaison between the government and farmers face difficulties in conveying accurate and timely information, while distributors and retailers are constrained by stock limitations and imbalances in quota allocation. Therefore, to increase the effectiveness of the implementation of subsidized fertilizer policies in Balinggi District, improvements are needed in the existing bureaucratic structure, especially in terms of coordination between institutions and fast and accurate information updates.

By improving the existing bureaucratic structure, such as increasing supervision, strengthening communication between the parties involved, and simplifying existing administrative procedures, it is hoped that the subsidized fertilizer policy can run more effectively and on target. In this case, the government and all parties involved must work together to create a bureaucratic structure that is able to answer challenges in the field and facilitate the implementation of policies, so that farmers can feel the maximum benefits of this policy.

The implementation of the subsidized fertilizer policy in Balinggi District shows that although this policy aims to increase the productivity of smallholders, various obstacles in the field make its implementation less than optimal. The study found several major problems, such as ineffective coordination between the actors involved, the inconsistency of RDKK data with the needs of farmers, delays in fertilizer distribution, and limited access to information for farmers. These issues negatively impact the effectiveness of policies, creating dissatisfaction among farmers and potential resistance to policies.

This analysis shows that the bureaucratic structure in Grindle's theory is a reference for understanding the factors that affect policy success. This theory highlights the importance of a clear division of tasks, good coordination between officers, as well as information openness and efficiency in the bureaucracy. In Balinggi District, the division of duties between actors such as farmers, extension workers, distributors, retailers, and related agencies actually exists, but the implementation does not always go well. Obstacles such as the lack of synchronization of schedules between farmer groups and distributors make fertilizer distribution often late and not in accordance with the planting time.

Coordination between actors is also one of the significant obstacles. This study shows that ineffective communication relationships between extension workers, distributors, retailers, and farmers often disrupt policy implementation. The mismatch of the fertilizer distribution schedule with the needs in the field is a clear example of this weak coordination. In addition, information disclosure is also an important issue. Many farmers find it difficult to get clear and accurate information about the availability of fertilizers, so they find

it difficult to plan the optimal planting time.

Efficiency in the implementation of administration is also a big challenge. Long and complicated administrative procedures make fertilizer distribution often take longer than it should. This adds to the burden for all parties involved, starting from the preparation of the RDKK to the distribution of fertilizers to farmers. Although the government has tried to improve coordination through monitoring and evaluation policies, technical challenges such as delays in the delivery of fertilizers from producers to distributors remain a major obstacle.

Grindle's theory provides a relevant framework for understanding this problem. This theory emphasizes that the success of policies is highly dependent on effective division of tasks, good coordination between operators, and transparent access to information. The findings of the study show that although the bureaucratic structure for subsidized fertilizer policies already exists, weaknesses in implementation on the ground make these policies not yet fully effective. This confirms that a complicated and inefficient bureaucracy can hinder policy implementation, even when the formal structure is adequate.

In conclusion, the implementation of subsidized fertilizer policies in Balinggi District still faces various obstacles related to the division of tasks, coordination, information disclosure, and procedural efficiency. The relevance of Grindle's theory is evident in this analysis, where it helps explain how weaknesses in bureaucratic structure and execution can affect policy success. To increase the effectiveness of this policy, concrete steps are needed, such as improving coordination between farmers, simplifying administrative procedures, and ensuring information disclosure for farmers. With these improvements, the subsidized fertilizer policy is expected to run more effectively and provide maximum benefits for farmers.

## Conclusion

The implementation of the subsidized fertilizer policy in Balinggi District still faces various obstacles that hinder its effectiveness. Although this policy aims to support the productivity of smallholders, a number of problems such as the inconsistency of RDKK data with actual needs, delays in fertilizer distribution, lack of coordination between farmers, and limited access to information for farmers result in suboptimal policy implementation. An analysis using Grindle's theory of bureaucratic structure shows that clear division of tasks, good coordination, information disclosure, and procedural efficiency are key elements of policy success. However, implementation in the field has not fully reflected these principles. Existing technical and administrative obstacles show that although the bureaucratic structure has been designed, its implementation has not been able to support policy objectives to the fullest.

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