International Journal of Research in Social Science and Humanities(IJRSS)

E-ISSN : 2582-6220

DOI: 10.47505/IJRSS.2024.4.3

Vol. 5 (4) April -2024

Use of Farmer Cards in the Distribution of Subsidized Fertilizer in Pasuruan Regency, Indonesia

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ABSTRACT

Currently, the Indonesian government is aggressively increasing Indonesia's food productivity in order to achieve national food security. Agricultural production facilities that have a vital role in increasing productivity and quality are fertilizers. Therefore, the government, in this case, the Ministry of Agriculture, and other legislative bodies has made a policy to facilitate the provision of subsidized fertilizer in the agricultural sector. In the last four years, Pasuruan Regency experienced an increase in fertilizer allocation only in 2021, while for the following two years,Pasuruan Regency experienced a decrease in subsidized fertilizer allocation and types of subsidized fertilizer based on national-level allocation. Many obstacles and problems were encountered during the implementation of the use of the Tani Card for subsidized fertilizer transactions. This research aims to describe and analyze the implementation of the policy on using the Farmer's Card in the distribution and use of subsidized fertilizer and to describe and analyze the supporting factors and factors that hinder the policy on using the Farmer's Card.This research uses a qualitative-descriptive approach and data collection techniques using interviews, observation, and documentation, as well as using Spradley's data analysis techniques, with the research focus being the level of understanding of farmers, the flow of distribution and use of Farmer Cards, control over the use of subsidized fertilizers and the government's commitment to distribution of subsidized fertilizer. The results of this research conclude that the implementation of the Tani Card, seen based on the focus of the research, cannot run optimally, even though several factors support the running of the Tani Card program in redeeming subsidized fertilizer.

Keywords: Farmer Card, Policy Implementation, Subsidized Fertilizer.

1. INTRODUCTION

Indonesia is currently a country with relatively high agricultural potential and is one of the food-producing agricultural countries in the world. This happens because Indonesia has a climate and weather that is good enough to support better agriculture, and many people in Indonesia still work as farmers. The Indonesian government is aggressively increasing Indonesia's food productivity to achieve national food security. This improvement also applies appropriate cultivation technology to agricultural production facilities in each region. Agricultural production facilities that have a vital role in increasing productivity and quality are fertilizers. Fertilizer is the primary agricultural tool used by farmers after selecting superior seeds. This is because fertilizer contains both macro and micronutrients plants need to increase and maximize plant growth.

Unstable commodity prices cause many farmers to experience difficulties if the subsidized fertilizer policy makes it difficult to distribute or obtain the subsidized fertilizer itself. Therefore, the government, in this case, the Ministry of Agriculture, and other legislative bodies have made a policy to facilitate the provision of subsidized fertilizer in the agricultural sector. This policy was created and implemented in 2003 and continues to this day. Meanwhile, in 2022, according to the 2022 Indonesian State Revenue and Expenditure Budget, the subsidized fertilizer budget is IDR 25.3 trillion for the supply of Urea, SP-36, Za, NPK, and Organic fertilizers. Apart from that, only nine types of subsidized commodities remain from the previous 60. The nine types of commodities are rice, corn, soybeans, shallots, garlic, chilies, sugar cane, coffee and cocoa. This is because these nine commodities are staple food crops in Indonesia.

East Java itself is one of the food source provinces and is one of the provinces as a trial location for implementing the Farmer's Card. East Java itself has several districts and cities to support this. One of them is the Pasuruan Regency. Based on the website www.pasuruankab.go.id, it is explained that of the 1,601,923 people, the total population, 189,977 people, or 11.86%, work as farmers. The number of farmer professions is a group of the five largest professions in Pasuruan Regency. Apart from that, agriculture in Pasuruan Regency is a profession that contributes 6.24% of the contribution of business fields to the Gross Domestic Product. The agricultural potential possessed by Pasuruan Regency is rice, corn, mango, apples, peppers, chrysanthemums, durian, coffee, potatoes, sugar cane, and tuberose.

In the last four years, Pasuruan Regency experienced an increase in fertilizer allocation only in 2021, while for the following two years, Pasuruan Regency experienced a decrease in subsidized fertilizer allocation and types of subsidized fertilizer based on national-level allocation. The government created the Farmer Card program itself based on technology, where each farmer will get an ATM card containing a certain nominal balance connected to state-owned banks, which farmers use to redeem subsidized fertilizer through EDCmachines at official kiosks of subsidized fertilizer retailers. Apart from that, the Farmer Card can also be used by farmers for banking transactions, namely savings, loan applications, receiving assistance, and selling harvests.

In implementing the use of the Farmer's Card for subsidized fertilizer transactions, many obstacles and problems were encountered at distributors, retail kiosks, and farmers themselves, who always had direct contact with the use and distribution of subsidized fertilizer. The scarcity of subsidized fertilizer stocks in Pasuruan Regency was due to errors in farmer data collection, which resulted in invalid preparation of Electricity system Definitive Group Needs Plan (e-RDKK) and late delivery of subsidized fertilizer stocks that needed to be on time. This data collection was because when preparing the Electricity system Definitive Group Needs Plan (e-RDKK), the extension officers could have done it carefully, resulting in the writing of the NIK needing more accurate feeding to be more accurate and appropriate. Quoting again from the website tugujatim.com, in 2023, police officers arrested the perpetrators who sold illegally subsidized fertilizer in Purwosari District, Pasuruan Regency, for resale in Wonorejo District, Pasuruan Regency, at a price that exceeded the set retail price. So, based on these problems, it will disrupt the implementation process of using the Farmer's Card itself at the lower middle level. With this problem, researchers are interested in conducting further research regarding the use of farmer cards in the distribution and use of subsidized fertilizer.

This research aims to describe and analyze the implementation of the use of the Farmer's Card in the distribution and use of subsidized fertilizer in Pasuruan Regency and to describe and analyze the factors that encourage and inhibit the implementation of the use of the Farmer's Card in the distribution and use of subsidized fertilizer in Pasuruan Regency. The benefit of this research is that it can provide input to the Pasuruan Regency Food and Agriculture Security Service and its structural staff in handling the distribution of subsidized fertilizer in the Pasuruan Regency area.

2. THEORETICAL BASIS

2.1 Government Subsidy Concept

Subsidies are a form of payment made by the government to producers, distributors, and consumers in specific fields. In general, the definition of subsidized fertilizer is a provision of money from the government intended to assist in the development of farmer groups considered very important for the public interest and cannot survive without government assistance. Subsidies can take the form of policies or barriers that make goods competitive with goods and services. Meanwhile, according to Muhammad Hassanuddin (2004: 537), subsidies can encourage an increase in the output of supported products, but they disrupt the process of local resource allocation in general and have a detrimental impact on international trade. So, subsidies are the government's financial assistance to meet community needs by collaborating with producers. Then, if it is implemented in fertilizer subsidies, the community can use this to maintain the stability of food security. This subsidized fertilizer policy aims to ease the burden on farmers by increasing food security in the agricultural sector and other farming businesses.

The purpose of subsidies, according to Muhammad Hasaanuddin (2004: 537), is that the government provides subsidies to suppliers or producers to increase the yield of a product that is needed to expand product production at

DOI:10.47505/IJRSS.2024.4.3

prices that are pretty affordable and relatively low. The government gives this subsidy for certain products that can be used as export products to help the country's financial balance; apart from that, this subsidy is also given to increase trade from a country. This subsidy is given by the government as an incentive or assistance to companies so that they can provide many opportunities and jobs to reduce the unemployment rate. Economic improvement of workers, as well as this subsidy, is provided to the community with a payment system from the government in the form of an effort to enable the community to obtain a minimum living standard.

Based on the Decree of the Directorate General of Agricultural Facilities and Infrastructure of the Ministry of Agriculture No. 45.11/ KPTS/ RC.210/ B/ 11/ 2022 concerning Technical Guidelines for Management of Subsidized Fertilizer for Fiscal Year 2023, the flow of determining agricultural subsidy allocations is first determining the allocation of subsidized fertilizer by considering budget availability, spatial land proportions with nine commodities, area of Food Agricultural Land Sustainable, farmer database in the Agricultural Extension Management Information System, realization of fertilizer distribution in the previous year and proposed subsidized fertilizer needs at sub-district level. Second, the allocation per province will be determined through the Decree of the Minister of Agriculture, which will then be uploaded to the e-Allocation / Electricity system Definitive Group Needs Plan (e-RDKK) by central officers.

Third, then the allocation of subsidized fertilizer at the provincial level will be detailed based on the needs of each district/city and distributed every month. The provincial allocation of subsidized fertilizer will be determined through a Governor's Decree, which provincial officials will then upload to the e-Allocation / e-RDKK system. Fourth, determining the allocation of subsidized fertilizer at the district/city level is based on spatial data on farmers' land. If spatial data does not yet exist, use data available in the local area, such as commodity data and other maps. Another allocation basis is the proposed sub-district fertilizer needs, which are prepared and validated by the district/city government as determined through the Governor's decree.

Fifth, Fertilizer allocation at the district/city level is determined through a Regent/Mayor Decree based on the number of sub-districts, type of fertilizer, amount of fertilizer, prospective farmers, prospective land, and monthly distribution. Officers upload the Regent/Mayor's decision to the e-Allocation/e-Rdkk system as the input basis for the allocation of fertilizer needs per farmer. Sixth, the fertilizer allocation per farmer is then informed by the Food and Agriculture Security Service to farmers via the Complete Fertilizer Kiosk / Fertilizer Retailer Kiosk as an intermediary for distributing subsidized fertilizer using the Farmer Card and population identification number for each farmer.

3. RESEARCH METHOD

3. 1 Types of research

The type of research used by researchers in this research is descriptive research with a qualitative method approach. Descriptive research is intended to provide an accurate and comprehensive picture of an event and phenomenon that occurs in an accurate and actual way.

3. 2 Research sites

This research was conducted in several places, the first being the Pasuruan Regency Food and Agriculture Security Service. The consideration for selecting this location was because the Pasuruan Regency Food Security and Agriculture Service is the representative of the Ministry of Agriculture in the region as the Farmer Card policy maker and also a forum for Field Agricultural Extension Service colleagues to recapitulate the need for subsidized fertilizer allocation in Pasuruan Regency. Second, in Pasuruan Regency, with a research site at the PT Pupuk Indonesia Representative Office and Warehouse. Third, at the PT Petrosida Gresik Subsidized Fertilizer Representative Office. Researchers chose this site because PT Petrosida Gresik is one of the leading distributors of subsidized fertilizer appointed to distribute subsidized fertilizer to official retail kiosks. Fourth, UD Agricultural Kiosk. Karnonok. The reason for choosing this research site was because UD.

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3. 3 Data Types and Sources

In this research, researchers divide data sources into two main parts, namely primary data in the form of interviews, recordings, field documentation, and so on, which researchers use to collect information needed by researchers, and secondary data in the form of results of further management of the primary data presented. in another form. Secondary data is also supporting data to strengthen information; this data comes from interviews and observations or direct observations in the field. Apart from that, in this secondary data, researchers also used the results of literature studies.

3. 4 Data collection technique

In this research, the data collection technique is through three methods: observation and observations, interviews, and documentation.

3. 5 Data Analysis Techniques

In this research, researchers used Spradley's data analysis model. Spradley's data analysis model (Sugiyono, 2011, p. 254) has four stages of analysis: domains to obtain general and comprehensive information regarding the social conditions of the object being studied and taxonomy, which analyzes all data collected based on predetermined domains., componential, and cultural. At this analysis stage, there are activities that look for relationships between domains and how they relate to the entire domain so as to determine related relationships.

4. RESULTS AND DISCUSSION

4.1 Implementation of the Use of Farmer Cards in the Distribution and Use of Subsidized Fertilizer in Pasuruan Regency

This research looks at using Spradley's data analysis point of view in Sugiyono (2011:254), with an explanation of the analysis stages by the description of the interview results above, with the following results, namely in the domain analysis, it was found that the implementation of the policy of using Farmer Cards as a means of redemption and distribution of fertilizer subsidies in Pasuruan Regency is not running optimally. In the taxonomic analysis, with the research focus being the first regarding the level of understanding of farmers, in this focus, it was found that the level of understanding of farmers regarding the use of Farmer Cards was very minimal. This is because many farmers still need to understand the procedures and lack understanding of technology. However, implementation officials such as departments, producers, distributors, and kiosks already understand the flow of using the Tani Card to redeem subsidized fertilizer. Distribution flow and use of Farmer Cards. At this stage, it was found that the use of the Farmer's Card to redeem subsidized fertilizer and the procedures for making the Farmer's Card had been socialized. However, distributing subsidized fertilizer in Pasuruan Regency still uses the old pattern, namely using the redemption of original or copy identity cards, independently or collectively, with different allocations of subsidized fertilizer for each farmer.

Second, Control the Use of Subsidized Fertilizer. At this stage, the results were found that there were several alternative methods in the fertilizer distribution process other than using the Farmer's Card. Apart from that, there is a decision by the Director General of Facilities and Infrastructure, which changes rapidly from the first month of 2023 to the first month of 2024 which uses a new redemption flow with the I-Pubers system while still including the use of the Farmer's Card in it. In this case, the government also regulates the distribution of subsidized fertilizer with the regulations of two different ministries, namely the Ministry of Agriculture and the Ministry of Trade. Apart from that, the government also formed a Fertilizer and Pesticide Monitoring Commission team to monitor and anticipate misuse and counterfeiting of subsidized fertilizers and assign the BPK to audit the distribution of subsidized fertilizers.

Third, Government Commitment to Distribution. At this stage, it was discovered that actions from the Ministry of Agriculture did not support the implementation of the Farmer's Card, such as not imposing sanctions on stakeholders who did not implement the Farmer's Card. Apart from that, some actions do not support the Farmer's Card, which banks carry out as the issuer and manager of the Farmer's Card in terms of distributing Farmer's Cards and withdrawing EDC machines as a means. Then, it was also found that there were inconsistencies in the data used in managing the Farmer's Card, the consistency of the socialization of the Farmer's Card, which was no longer carried

DOI:10.47505/IJRSS.2024.4.3

out, and there was an unwritten agreement between stakeholders and farmers to no longer use the Farmer's Card, but instead use the old redemption pattern using the original identity card or a copy. The Food Security and Agriculture Service also assesses that existing policies still need to be prepared and studied thoroughly, so problems arise.

Next, a componential analysis. At this stage, it was found that there were differences in perceptions regarding the Tani Card between stakeholders and farmers. Apart from that, the perception of banks using the Tani Card as a promotional medium for banking products is also one of the obstacles to not running the Tani Card optimally. It was then also discovered that there were changes to the redemption regulations, which were considered to be rapid, causing ineffectiveness in implementing the Farmer's Card, which resulted in the return of redeeming subsidized fertilizer using the old method, namely using original or copy identity cards.

OnCultural Analysis found a common thread between existing analysis components and others, which caused the Farmer Card to not work in the Pasuruan Regency. In this case, several parties do not support it, and there are no sanctions if you do not make a redemption using the Tani Card. Apart from that, from the farmers' perspective, as Farmer Card users, they experience difficulties when processing the activation of the Farmer Card and implementing the redemption of subsidized fertilizer using the Farmer Card.

At the level of understanding of farmers, the interviews above show that the level of human resource competency in understanding and implementing the Farmer's Card among farmers still needs to be improved so the process of implementing the Farmer's Card could be better. Meanwhile, at the service level, producers, distributors, and kiosks are already qualified to follow the technological developments used to implement the Farmer Card. Apart from that, many farmers still need help understanding the Farmer Card technology to redeem subsidized fertilizer. The interview results also explained differences in perceptions regarding the Farmer's Card among farmers compared to what was socialized by the department, producers, distributors, and kiosks. Farmers perceive that the Tani Card is a free fertilizer subsidy provided by the government free of charge without making any payments. The interview above also explains that farmers do not use the Farmer's Card because it is difficult to use the Farmer's Card themselves. They have to go through the activation process carried out by the banking sector. Apart from that, many farmers must remember to bring it when making redemptions at the kiosk. The interview above also explains that farmers consider redemption easier if they only use an original or copy of their identity card. The lack of human resources among farmers to understand the use of the Farmer's Card is one of the reasons the Farmer's Card in Pasuruan Regency needs to run optimally.

This research is by Yendrawati (2013: 168), who states that human resource competency is a person or individual's ability to carry out functions or authority to achieve goals effectively and efficiently. Apart from that, the research results on the quality of human resources also agree with Edward III in Sadhana (2011:202) that resources have an essential role in policy implementation. Sadhana (2011:60) also explains that there need to be specific competencies, especially regarding the quality of human resources so that lower policies are consistent with higher policies.

On the flow of distribution and use of farmer cards, the results of the interview stated that clarity on the use of the Farmer's Card as regulated by the Ministry of Agriculture regulations has been conveyed clearly in collaboration with producers and distributors as makers and distributors of subsidized fertilizer to agricultural kiosks as a producer's hand to end users, namely farmers who use subsidized fertilizer. Based on the explanation of the interview with the informant above, the transition of information explained that the policy for implementing the use of Farmer Cards in the distribution and use of subsidized fertilizer in Pasuruan Regency had been communicated in the form of socialization from the Ministry through the Pasuruan Regency Food and Agriculture Security Service. Apart from that, the Pasuruan Regency Food Security and Agriculture Service has carried out procedures for making Farmer Cards and E-Allocation of subsidized fertilizers and distributed subsidized fertilizers to farmers without using Farmer Cards by involving Pupuk Indonesia Holding Company as producer, distributor, and kiosk by their duties and functions. Each.

The flow of subsidy fertilizer redemption within the Pasuruan Regency Food Security and Agriculture Service is by applicable regulations, where farmers must have an identity card and be registered on E-Allocation as a condition for obtaining subsidized fertilizer. Farmers themselves carry out the fertilizer redemption by bringing their original identity card or a copy, and it can also be done collectively through the Poktan chairperson using a power of attorney

DOI:10.47505/IJRSS.2024.4.3

and stamped accompanied by a copy of the identity card to redeem the subsidized fertilizer allocation which is different for each farmer.

In controlling the use of subsidies, pIn the interview above. It is explained that the process of distributing subsidized fertilizer uses applicable regulations, namely Decree of the Directorate General of Agricultural Infrastructure and Facilities No. 45.11/ KPTS/ RC.210/ B/ 11/ 2023 concerning Technical Instructions for Management of Subsidized Fertilizer for Fiscal Year 2023 which explains that redemption of subsidized fertilizer can use a Tani Card, Digital Farmer Card and identity card for redemption using T-Pubers and Partners. So, there is an alternative used by the government to continue distributing subsidized fertilizer without having to use a Farmer's Card. The same regulation also explains that there is a verification and validation process for distributing subsidized fertilizer with a team being formed. In this verification and validation process, a team organized a verification and evaluation mechanism to check monthly reports for kiosks and distributors. This process also involves monthly retailer report documents, adjusted E-RDKK data, distributor and kiosk sales and purchase agreements, minutes of handover of goods from distributors and kiosks, copies of identity cards, proof of transactions, and statements of document veracity. These documents must be completed to be counted as distribution.

The interview above also states that related parties use several solutions to replace the Tani Card for distributing subsidized fertilizer. Ministry of Agriculture through the District Food Security and Agriculture Service. Pasuruan is starting to introduce a new system in the form of I-Pubers for redeeming subsidized fertilizer by the Decree of the Director General of Facilities and Infrastructure of the Ministry of Agriculture No. 04/KPTS/RC.210/B/01/2024 concerning Distribution of Subsidized Fertilizer from Retail Kiosks to Farmers. The Pasuruan Regency Food and Agriculture Security Service and other stakeholders also do not prohibit farmers from redeeming subsidized fertilizer manually using a copy of their identity card or making redemptions collectively. In the interview above, it was also mentioned that there are regulations from two ministries that regulate the distribution of subsidized fertilizer, namely the Ministry of Agriculture and the Ministry of Trade. The Ministry of Agriculture regulates the distribution and use of subsidized fertilizers, and the Ministry of Trade regulates the distribution and trade of subsidized fertilizers. The implementers of these two policies are the same: agencies, producers, distributors, kiosks, and farmers. The interview above also mentions a KP3 team (Fertilizer and Pesticide Monitoring Commission) under the auspices of the Industry and Trade Service. The team comprises members from the Resort Police, City Resort Police, Prosecutor's Office, and Military District Command. The team's task is to monitor subsidized fertilizers and pesticides regarding their distribution so they stay within the designated routes and anticipate misuse and counterfeiting. The BPK is also involved in the audit process of subsidized fertilizer distribution.

On the government's commitment to the distribution of subsidized fertilizer, explained several reasons why the Farmer's Card policy was not implemented, one of which was that the Ministry of Agriculture did not provide optimal support for the implementation of the Farmer's Card for fertilizer redemption and the banking sector as the provider of the Farmer's Card did not validate the Farmer's Card, the physical distribution of the Farmer's Card was not comprehensive, the EDC machine was withdrawn at the kiosk, which is a means of redemption and the farmer's response to the Tani Card. Apart from that, the data in the Farmer Card system still needs to be in sync between farmer data from banks and farmer data from the Ministry. The inconsistency between the NIK data, farmer's name, and date of birth causes the banking sector to be unable to validate the activation of the Farmer's Card.

Based on the interview results, consistent communication in the form of socialization regarding using Farmer Cards was temporarily stopped because Farmer Cards in Pasuruan Regency were not running according to the applicable redemption rules. Apart from that, many farmers who receive socialization about the Farmer's Card ignore it, and many farmers have not received a Farmer's Card for redemption. So, the socialization carried out by the Food and Agriculture Security Service is currently focused on registering, using, and redeeming applicable subsidized fertilizers by involving relevant stakeholder elements. In the process of implementing the Farmer Card, the department as the regulatory authority, accompanied by Pupuk Indonesia Holding Company, distributors, and kiosks as implementing the regulations, agreed to implement the rules for distributing subsidized fertilizer based on the applicable regulations, even without using the Tani Card. The parties involved who need to implement the rules for redeeming Farmer Cards are farmers using subsidized fertilizer and banks not committed to distributing and using

DOI:10.47505/IJRSS.2024.4.3

Farmer Cards. Apart from that, the response from the department related to the Tani Card itself was that this policy was considered yet to be ready and needed to be studied thoroughly. However, it had been inaugurated so that problems arose during implementation.

The results of this research show that the implementation of the Farmer's Card is not running optimally due to inadequate support from the Ministry of Agriculture and the absence of support and commitment from the banking sector as the provider of the Farmer's Card and EDC facilities as a means of using the Farmer's Card for redemption. The communication process in the form of socialization regarding the Farmer's Card was also temporarily stopped because the Farmer's Card was considered less effective in the fertilizer redemption process, as well as the farmers' response being less attentive to the socialization carried out and farmers' unwillingness to use the Farmer's Card as a means of redeeming subsidized fertilizer. So, the focus of the Farmer Card socialization that was carried out was changed to focus on socializing registration, use, and redemption of fertilizer by applicable regulations.

4.2 Supporting and Inhibiting Factors for Implementing Farmer Cards in the Use and Distribution of Subsidized Fertilizer in Pasuruan Regency.

4.2.1 Supporting factors

Regarding supporting factor variable indicators, this research uses an internal and external perspective for each informant according to the informant's background. In this research, the indicators of internal supporting factors for each informant are the existence of solutions provided by the government for implementing the agricultural subsidy program and the continued support from producers, distributors, and kiosks regarding the distribution of agricultural subsidies without using the Farmer's Card. However, there needs to be strong support from farmers for the Tani Card. The external supporting factors are the involvement of implementers who understand that agricultural subsidies are one of the factors supporting the sustainability of agricultural subsidies without a Farmer's Card. This synergy occurs between the government and state-owned enterprises; apart from that, there is still hope for much better regulation changes. There is still a need for agricultural subsidies to boost the food security program launched by the government, as well as socialization that is always carried out by implementers for the sustainability of subsidized fertilizer subsidies.

According to Sadhana (2011: 199), communication is a significant factor for policy implementers and policymakers. The research above explains that communication is a supporting factor because it changed the socialization pattern, which initially involved a Farmer's Card, to one without a Farmer's Card by continuing to follow instructions without violating Ministry of Agriculture regulations. The resource factor is also explained by Sadhana (2011: 203), who states that resources are necessary because if the responsible implementer does not have the resources to carry out the work effectively, then policy implementation cannot run effectively. In this research, it is explained that the involvement of competent resources with agriculture is one of the factors that supports the sustainability of agricultural subsidies even without a Farmer's Card.

Sadhana (2011: 205) explains the attitudinal disposition factor as the attitude, tendency, desire, or agreement of the implementers to implement the policy. Sadhana (2011:205) also explains that how the implementer exercises this discretion largely depends on the implementer's attitude towards the policy. In this research, the attitude taken by the implementor as a supporter is to continue trying to distribute subsidized fertilizer without a Farmer's Card from the perspective that there is still a need for subsidies as well as the duties of the implementer as a distributor of subsidized fertilizer. According to Sadhana (2011:206), the bureaucratic structure factor explains that the cause of successful policy implementation requires good cooperation from various parties. This bureaucratic structure includes organization, authority, and internal and external relationships between implementers. In this research, it was found that implementers implementing the Farmer's Card policy jointly used the rules to distribute subsidized fertilizer without using the Farmer's Card; there was a synergy that occurred between agencies, producers, distributors, kiosks, and farmers in the distribution of subsidized fertilizer.

DOI:10.47505/IJRSS.2024.4.3

4.2.2 Obstacle factor

Viewed from the inhibiting factor variables, this research shows that there are factors that hinder the implementation of the Farmer's Card in the distribution and use of subsidized fertilizer in Pasuruan Regency, according to the perspective of each informant. Internal factors that hinder implementation are the existence of changing regulations without any socialization or trials in the process of distributing subsidized fertilizers, the existence of dualism in regulations, reduced allocation of fertilizers and types of fertilizers, unsynchronized data that cannot be updated periodically, the location of farmers and kiosks that are far from technology and lack human resources for farmers who understand technological advances. Meanwhile, the external inhibiting factors are the existence of business interests, the distribution of Farmer Cards and the withdrawal of EDC facilities by the banking sector, the distribution of stalls not by the quota, the lack of government support in conditioning the harvest, farmers who have not been registered, the existence of unscrupulous individuals, data from the government that are not yet optimal. This is not appropriate, as there are differences in perceptions of the Farmer's Card, and the processing of the Farmer's Card is complicated.

This research found that implementing the Farmer's Card in the distribution and use of subsidized fertilizer in Pasuruan Regency is no longer used due to differences in perception between the government and farmers. Some parties are not committed to using and distributing the Farmer's Card, the quality of farmer human resources who need help understanding the Farmer's Card. , the lack of quantity of Farmer Card facilities and infrastructure at the kiosk and farmer level, the existence of bureaucratic dualism in fertilizer redemption regulations, the existence of parties who prioritize group interests, the absence of support from the central government, and inconsistent fertilizer redemption regulations which are constantly changing without socialization or trials. Based on the description of the research results above, the results of this research support the theory of successful implementation of a policy according to George C. Edward III (1980), where the failure and success of implementation are determined by four interrelated factors in policy implementation, namely communication, resources, attitude disposition, and organizational structure.

5. CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusion

The conclusion from the results of this research based on the results and discussion of the research that has been presented is that the policy on implementing the use of Farmer Cards in the distribution and use of subsidized fertilizer in Pasuruan Regency regarding the Allocation and Highest Retail Price of Subsidized Fertilizer for the Agricultural Sector in Pasuruan Regency for the 2023 Fiscal Year has not been implemented optimally. This is due to causes including the lack of understanding of farmers, distribution channels, and use of farmer cards, the absence of maximum support from the Ministry of Agriculture, and the absence of support and commitment from banks as providers of Farmer Cards and EDC facilities as a means of redeeming subsidized fertilizer, etc.

Factors that support the continued distribution of subsidized fertilizer without using the Tani Card are the existence of other solutions used to redeem subsidized fertilizer, the existence of subsidy allocations provided by the government, the existence of synergy between BUMN and the government, the hope for changes in the subsidized fertilizer scheme, there is still a significant need for subsidies to boost food security, there is still ongoing outreach regarding subsidies at the department, producer, distributor, and kiosk levels. Meanwhile, the factors that hinder the implementation of the Tani Card are the existence of regulations within the government regarding subsidies, which change quickly with short socialization, dualism in regulations, reduced allocation and type of fertilizer, data that is not synchronized, data that cannot be updated regularly, lack of technological networks. In the farmer and kiosk environment, the lack of farmer human resources means that the distribution of Farmer Cards could be more optimal.

5.2 Suggestions

Based on the conclusions from the research results stated above, suggestions can be given, including the need for the willingness of relevant stakeholders to increase farmer competence in terms of information technology, agriculture, and regular monitoring of farmers whose competence has been increased. Apart from that, there is a regular increase in competency for service officers, producers, distributors, and kiosks to support the sustainability and

DOI:10.47505/IJRSS.2024.4.3

improvement of agriculture. There needs to be a massive socialization process using various media for socialization regarding implementing existing and future policies. Apart from that, there needs to be a study regarding rules for easy and effective fertilizer redemption among farmers and kiosks to attract implementers to implement the policies that have been made.

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