International Journal of Advanced Science and Technology
Vol. 29, No. 5, (2020), pp. 5301 – 5312

Fertilizer Subsidy Policy Implementation Evaluation Government Onion Farmers Increase Productivity in Enrekang

Muhammad Nur[1], Hardianti[2], Jamaluddin Ahmad[3], Muchsin Syaharuddin[4], Adil Kasim[5]

[1,2,3,4]Universitas Muhammadiyah Sidenreng Rappang
[5]Universitas Hasanuddin
[1]m.nurcokro@gmail.com, [2]hardianti@umsrappang.ac.id,
[3]jahmadlado@umsrappang.ac.id, [5]adikaputra1975@gmail.com.

Abstract

To evaluate the implementation of the fertilizer subsidy policy implemented in Enrekang, an assessment of two aspects was conduct. The first aspect is policy analysis based on aspects of policy content consisting of (a) Interest of the Target Group, related to how the needs of shallots growers in Enrekang Regency (b) Benefits received by the target group, to what extent shallots farmers enjoy the assistance (c) Desired changes namely regarding the effect of subsidized fertilizer on the productivity of onion farmers (d) Accuracy of policy targets, whether the provision of subsidized fertilizers does not experience misappropriation (e) Clarity of Policy Implementers namely regarding who carries out the policy and the extent of implementation of their respective functions (f) Support for these resources regarding facility support and program funding support. Second Aspect Namely Policy analysis based on aspects of the policy environment consisting of (a) The authority of the actors involved namely the extent of the authority of the actors involved in fighting for the interests/needs of shallots farmers (b) Characteristics of the ruling regime regarding government efforts in supporting the implementation of the program (c) The level of compliance and responsiveness of the target group, both regarding the knowledge of farmers, as well as the application of technical rules regarding the use of fertilizers, as well as control of things that violate the rules in the process of carrying out the proposal and distribution of subsidized fertilizers..

.

Keywords: *Policy Implementation, Productivity*

1. Introduction

Subsidies have long been recognized by economists as potentially useful tools when the benefits to society of a given behaviour exceed its benefit [1](Jayne, Mason, Burke, & Ariga, 2018). The objective of the subsidy program was to forestall further decrease in fertilizer use [2](Yawson, Armah, Afrifa, & Dadzie, 2010). Most onion farmers are poor or low-income people; the average household income of farmers, is still low, which is only about 30% of total family income [3](Syafa, Mardianto, & Simatupang, 2017). In addition to dealing with low income received by farmers, the agricultural sector also faced with a decrease in production and productivity of agricultural products [4](Weerahewa, Kodithuwakku, & Ariwardana, 2010). It is closely related to the difficulty of onion productivity in irrigated paddy fields which have for years been given high input fertilizer without considering the status of land fertility and the provision of organic fertilizer. In order to support the development of shallot production and increase the competitiveness of local shallots, the government has issued several policies related to shallots, such as the fertilizer subsidy policy [5](Rahmadona, Fariyanti, & Burhanuddin, 2018).

ISSN: 2005-4238 IJAST

In Enrekang Regency, in particular, the increase in onion productivity was quite significant. According to data from the Department of Agriculture and Plantation Kab. Enrekang showed that the planting and harvesting area of shallots tended to increase, which meant that the number of farmers and the area of onion also experienced an increase. In Enrekang Regency, the shallot commodity is a superior commodity which is expected by the government to always pay special attention to the commodity in the form of implementing policies in favour of shallot farmers and supporting the interest of farmers in developing sufficient shallot commodities.

As with the use of quality seeds, the farmer's orientation a minimization of production costs, not yet towards profit maximization [6](Mardianto, Antoni & Effendy, 2016). Besides that, farmers' fertilization technology is still relatively low due to the limited capital capacity of farmers or the unavailability of fertilizer when needed by farmers. Therefore, the provision of fertilizer subsidies provided by the government to improve the productivity and welfare of farmers, especially in Enrekang Regency. In the field implementation, sometimes onion farmers complain about the lack of availability of subsidized fertilizers during the growing season so that farmers forced to switch to using non-subsidized fertilizers whose prices are far higher than the price of subsidized fertilizers, while the formulation of fertilizer needs based on the Group Needs Definitive Plan (RDKK). However the real scarcity of fertilizers often occurs on the market, even more so coincides with the arrival of the growing season.

The formulation of the problem in this research is how the implementation/implementation of fertilizer subsidies in increasing the productivity of shallot farmers in Enrekang Regency. The purpose of this study was to evaluate the implementation of the fertilizer subsidy policy in increasing the productivity of the onion farmers in Enrekang Regency where this research expected to be useful for taking new policies in the onion farming system in Enrekang Regency in the context of increasing income and competitiveness.

Based on this it means that policies regarding agriculture include public policies which are guidelines for the implementation of the duties and functions of the government in the agricultural sector, as well as the government has the authority to insist that agricultural policies obeyed by the public or other parties engaged in agricultural activities [7](Elizabeth, 2017). The realization of public policy needs to be analyzed carefully, so it was known to what extent it benefits the public [8](Lukito, 2016). Successful Implementation According to Grindle is influenced by two Variables [9](Ahmad, 2011) Namely, the Policy Content and Policy Environment. The contents of this policy variable include (1) The extent to which the interests of the target groups or target groups contained in the contents of the policy, (2) The type of benefits received by the target groups, (3) The extent of desired changes in a policy, (4) What is the location of a program it is appropriate, (5) Whether a policy has specified the implementor in detail, and (6) whether adequate resources support a program. Policy environment variables include (1) How much power, interests and strategies possessed by actors involved in policy implementation, (2) characteristics of institutions and regimes that are in power, and (3) The level of compliance and responsiveness of the target group.

2. Research Methods

The design used in this research is descriptive qualitative, which is a type of research that intended for careful measurement of certain social phenomena [10](Ahmad, 2015). They mainly aimed at solving problems that exist at present, namely the problems of implementing fertilizer subsidy policies to increase the productivity of red-bean farmers in Enrekang Regency. There are two types of data, namely primary data and secondary data, where primary data is the result of

interviews with informants. Furthermore, secondary data sourced from documents (reports, papers, newspapers and magazines) or data and information obtained by researchers from others. Data collection techniques are interviews, documentation and literature study. Data analysis methods play a role in arranging, sorting, grouping, coding and categorizing them. This study uses qualitative data analysis techniques that can produce descriptive data, namely data analysis in the description of the implementation of fertilizer subsidy policies in increasing the productivity of onion farmers.

To answer the research problem, how is the implementation of fertilizer subsidy policy in increasing the productivity of shallot farmers in Enrekang Regency. The study was conducted by evaluating the observed phenomena as contained in the analysis model based on Grindle Theory. As for the observed phenomena, among others, Implementation of Fertilizer Subsidy Policy seen from two aspects, namely aspects of policy content consisting of the interests of the target group, benefits received by the target group, desired changes, accuracy of policy targets, clarity of policy implementors, support of resources. Moreover, the second aspect is the aspect of the policy environment consisting of the authority of the actors involved, the characteristics of the ruling regime, the level of compliance and responsiveness of the target group. The informants in this study were onion farmers, Enrekang Regency agricultural and plantation service officials, provincial agricultural service officials, Field Extension Officers (PPL), and distributors and retailers in the Enrekang Regency region such as the Head of the Enrekang Regency Agriculture and Plantation Office, the Head of the Enrekang Regency Office, Agriculture and Plantation in Enrekang Regency, Head of Agriculture / Plantation Production Facilities and Infrastructure Supply Section of the Enrekang District Agriculture and Plantation Office, Field Extension Officers (PPL) in Anggeraja District, and shallots growers in Anggeraja, Baraka and Malua Districts..

3. Results and Discussion

1. Policy analysis based on aspects of policy content

Discussions on policy implementation will focus on the content of the policy and policy environment with Merilee Grindle's theory [9](Ahmad, 2011). The process of analyzing the phenomenon of observation is carried out by the process of triangulation both from information sources and information content [11](Sembiring, Siregar, & Saragih, 2010).

1.1.Interest of the target group

Some fertilizer subsidy policy problems related to the interests of the target group include the preparation of a Definitive Plan for Group Needs, which in principle is from farmers, by farmers and for farmers is the basis for determining fertilizer requirements at the farm level [12](Shrestha, 2010). As stated in the Regulation of the Minister of Agriculture Chapter 3 Article 3 that the need for subsidized fertilizer is detailed proposed by farmers, farmers, fish or shrimp farmers based on the Definitive Group Needs Plan (RDKK) approved by local technical officers, extension workers or Head of Service Offices (KDC) [13](Indonesia, 2011). The existence of RDKK means that the government directly knows how much fertilizer is needed by farmers. The continued scarcity of fertilizer (almost every year) raises important questions. Are farmers wrong in predicting the number of their own fertilizer needs? Alternatively, maybe the uneven RDKK screening system has caused the government to provide fewer fertilizer subsidies. If the screening of RDKK does not even reach the hands of farmers, the case of scarcity will continue.

If RDKK does not reach farmers, how can the government know the amount of fertilizer needed by farmers.

. Table 1. RDKK Recapitulation of Subsidized Fertilizers for Shallot Commodities per District in Enrekang Regency from April to September 2015

No	SUB-DISTRICT	Fertilizer Needs (Kg)				
		UREA	SP-36	NPK	ZA	ORGANIC
		MT I	MT I	MT I	MT I	MT I
1	Enrekang					
2	Cendana					
3	Bungin					
4	Malua	128.500	64.300	168.000	63.900	654.500
5	Curio					
6	Baroko					
7	Anggeraja	235.893	336.990	943.572	539.184	2.695.920
8	Baraka					
9	ALLa	50.750	25.375	10.150	76.125	25.375
10	Maiwa					
11	Masalle	26.580	6.645	19.935	26.580	66.450
12	Buntu Batu					
AMOUNT		396.048	433.310	1.141.657	705.789	3.442.245

Source: Enrekang Regency Agriculture and Plantation Office

The table above shows that based on the RDKK recapitulation from each sub-district from April to September, the Anggeraja sub-district has the highest plan for subsidized fertilizer compared to other sub-districts. The high fertilizer demand in Anggeraja Subdistrict is following the amount of onion land available in the sub-district, and for Alla Subdistrict the smallest fertilizer requirement is following the small amount of onion land. Of the 12 (twelve) sub-districts in Enrekang, only 4 (four) submitted fertilizer needs for shallots, namely the Districts of Malua, Anggeraja, Alla, and Masalle.

Table 2. RDKK Recapitulation of Subsidized Fertilizers for Shallot Commodities per District in Enrekang Regency for the period October-March 2016

No	SUB-DISTRICT	Fertilizer Needs (Kg)				
		UREA	SP-36	NPK	ZA	ORGANIC
		MT I	MT I	MT I	MT I	MT I
1	Enrekang	-	-	-	-	-
2	Cendana	-	-	-	-	-
3	Bungin	-	-	-	-	-
4	Malua	128.500	64.300	168.000	63.900	654.500
5	Curio	-	-	-	-	-
6	Baroko	-	-	-	-	-
7	Anggeraja	235.893	336.990	943.572	539.184	2.695.920
8	Baraka					
9	ALLa	76.125	154.995	15.225	61.998	380.625
10	Maiwa	-	-	-	-	-

11	Masalle	18.030	9.015	36.060	27.045	90.150
12	Buntu Batu	-	-	-	-	-
AMOUNT		**342.898**	**507.430**	**994.857**	**634.617**	**3.166.695**

Source: Enrekang Regency Agriculture and Plantation Office

The table above shows that based on the RDKK recapitulation from each village from October to March 2016, Anggeraja District dominates the need for subsidized fertilizer compared to other districts. During this period, the need for fertilizer for shallots per district on average did not change significantly compared to the previous period, only in Alla District, there was a change in the demand for urea fertilizer. The change in the amount of subsidized fertilizer data caused by the allocation adjustment in the early semester. It intended to adjust the need for subsidized fertilizer according to data in the field.

Based on the analysis has been done, it concluded that the interests of the target group (target group) had not achieved optimally. It is due to the persistence of several problems, among others, namely the unfulfillment of all the proposed subsidized basic needs by farmers with the allocation provided by the central government through the preparation of a definitive group needs plan (RDKK) each year, there is a mismatch between the fertilizer fertilization schedule and the time of fertilizer redemption by retailers and distributors, and there is still no comprehensive understanding and awareness of farmers of the importance of preparing definitive plans for group needs due to the lack of guidance and support from relevant agencies. However, in general, the description of the implementation of this policy is quite good compared to previous times. It can be seen through the application of a closed distribution mechanism with the application of the redemption system through the RDKK so that the possibility of using subsidized fertilizer by farmers outside the groups included in the RDKK and other parties can be minimized. It is reinforced by what was delivered by (Kamal, SP Extension Workers in Anggerja District)

> *"Especially our target area is very transparent, once the fertilizer goes down to the retailer they based on the existing RDKK, once the fertilizer goes down the group representatives are called and divided by their weapons if it turns out the farmers' needs are still lacking sometimes it is proposed to the distributor if it is still there is an allocation, if not they are waiting for the next stage. One obstacle is only for actual subsidized fertilizer, subsidized fertilizer comes at any time, sometimes the farmers do not need it or the time is not fertilizing fertilizer comes, even though it must pay. In contrast, the farmers are not ready the money to pay for the fertilizer, sometimes that feels heavy it is a retailer because fertilizer is held for a long time at the retailer and is not redeemed so that the capital does not rotate. However, because the retailer has realized that the farmers' capability is minimal, they finally know. " (interview on November 29, 2016).*

1.2. Benefits received by the target group

The fertilizer subsidy policy is one of the policies that have historically been the backbone of the agricultural subsidy policy in Indonesia [14](Susila, 2016). In general, fertilizer subsidies have a positive impact, including on 1) increasing farmers' capital, and 2) development of fertilizer markets that were not yet functioning, thus reducing distribution costs [15](Nauly, 2019). The first positive impact directly from fertilizer subsidies is the increased availability of capital for farmers. The contribution of fertilizer costs ranges from 9-22% of the total cost. Depending on the dose and technology, they are determined. If farmers initially use fertilizer at a lower rate, fertilizer subsidies encourage

them to increase the fertilizer dosage to the optimum. It reinforced by the results of interviews with (Addi, SP, Head of Agriculture / Plantation Provision of Facilities and Infrastructure)

> *"The purpose of this policy is to help farmers with limited capital in financing other business needs, namely the provision of production facilities for fertilizer only. The benefits are of course the farmers' production costs to be lower than if they use non-subsidized fertilizer "(Interview 15 November 2016).*

Likewise, the opinion asked by (Kamal, SP Extension Officer Anggeraja District):

> *"If my view of subsidized fertilizer is instrumental, sir, it must continue because of what, especially in the framework of the pack, the labour costs are already prohibitive. The price of fertilizer is high without subsidies, there nothing but farmers with the power expensive work is offset by the government-subsidized fertilizer, there is still hope for farmers to get the results. "(Interview, 29 November 2016).*

The other positive impact is that fertilizer subsidies can overcome fertilizer markets that work efficiently or market failures occur in a less competitive market structure, asymmetry in the strength of information between sellers and buyers so that profit margins and high distribution costs can reduce with fertilizer subsidy policies.

From the results of the interviews and explanations mentioned above, it can conclude that all parties involved in implementing this policy are pleased, feel benefited and helped in providing one of the elements of production facilities in this case subsidized fertilizer for farmers. In general, fertilizer subsidies have a positive impact on increasing farmer's capital, as well as the development of fertilizer markets that were not yet functioning to reduce distribution costs, farmers as a group of facilities as well as policy implementers also felt the benefits of implementing fertilizer subsidy policies, thus assessing this policy is still feasible.

1.3. Perubahan yang diinginkan

The subsidy policy brought in to serve purposes encouraging farmers to use fertilizers by providing at relatively low prices [16](Shrestha, 2010). With affordable input prices for subsidized fertilizers, farmers can reduce the costs of farming production so that their income increases and agricultural production also increases. It is following what was stated by (Addi, SP. Kasi Provision of Agricultural/Plantation Facilities and Infrastructure):

> *"I think it will affect production and productivity even though there is no exact figure of a few percents, but I have obtained information from central sources that this policy affects production increases plus other technological components. "(Interview 15 November 2016).*

Fertilizer subsidy policies can also encourage technology adoption. It is valid for farmers who are not familiar with the benefits of fertilizer. Including the dose of a balanced or optimal fertilizer. with fertilizer subsidies, farmers are not worried about using new technologies (types and quantities of fertilizer) because fertilizer prices subsidized [17](Chinsinga, 2007). related to the level of knowledge of farmers, this reflected in the information presented by (Simba, Farmers of Batu Noni Village, Anggeraja District):

> "*Already, from the PPL and the office also has been said about balanced fertilization depending on the commodity, be it red onion, or other plants, so we have followed the advice at the time of fertilization, then the fertilizer combination is adjusted. For example, onions during the reasonable growth period, we use NPK fertilizer, if already started the formation of tubers coupled with fertilizers that can increase the quality of tubers ". Interview on November 30, 2016).*

From the results of such an analysis, it can conclude that the effect of this fertilizer subsidy policy on the production and productivity figures of shallots farmers and the level of technology adoption by farmers in Enrekang Regency is quite good. It shows that there is a reasonably close relationship between fertilizer price subsidies and the products produced. It means that if farmers use subsidized fertilizer, the price of fertilizer paid by farmers is cheaper, so farmers will apply to fertilize technology following recommended recommendations so that the resulting production increases linearly.

1.4. Accuracy of Policy Targets

According to many researchers, a subsidy given out without any targeting mechanism, and relatively wealthy farmers capture a large proportion of the benefits [18](Wijetunga & Saito, 2017). Therefore it is still necessary to have an effective and efficient monitoring mechanism to minimize these violations. One form of improvement is to seek self-monitoring and supervision by subsidized fertilizer users, namely directly by farmers and farmer groups. The role of the field extension officer in helping to enforce the policy of fertilizer subsidy policy is also quite crucial as the party that directly touches the critical point, namely at the field level, the extension agent certainly expected to explain to the farmers and help oversee the distribution as stated by (Kamal, SP, Anggeraja district extension agent):

> *"Obstacles in this socialization and guidance, there are no obstacles, there is only a little usually about fertilizer subsidies, for farmers who incidentally are more than the rules, for example, those who have more than 2 hectares of land, actually want to buy, just because they are related then we suggest to switch to non-subsidized fertilizer, that is what we do ". "In particular, my target areas are very transparent, once the fertilizer goes down to the retailer they based on the existing RDKK, once the fertilizer goes down the group representatives are called and divided by each quota if it turns out that farmers' needs are still lacking sometimes submitted to the distributor if there is still allocation if they are not there they are waiting for the next stage. One obstacle is only for actual subsidized fertilizer, subsidized fertilizer comes at any time, sometimes the farmers do not need it or the time is not fertilizing the fertilizer comes, even though it must pay while the farmers are not ready the money to pay for the fertilizer, sometimes that feels heavy it is a retailer because fertilizer is held for a long time at a retailer and is not redeemed so that the capital does not rotate but because the retailer has realized the farmers' ability is minimal they finally know "(Interview, 29 November 2016).*

Based on the above analysis, the accuracy of policy targets is now better than in previous times. The implementation of a closed distribution system with a control tool in the form of RDKK, improved supervision performance through the commission of fertilizer and pesticide supervisors as well as the role of field extension officers increasingly reduces the chances of creating irregularities or leaks in the distribution of subsidized fertilizers.

1.5. Clarity of Policy Implementers

Program implementers or implementers, in this case, related parties among others the Enrekang District Agriculture and Plantation Office, field agricultural extension agents, distributors and retailers, each have understood their duties and supported the fertilizer subsidy policy. The same and correct information and understanding include the background, government policies, goals, objectives, management, organization, supervision and reporting as well as the rights of their respective obligations. It confirmed by the following (Addi, SP, Head of Provision of Agricultural / Plantation Facilities and Infrastructure):

"*The role of our agency, in this case, the Agriculture and Livestock Service Office of the province of Ke. Bangka Belitung is undoubtedly significant, the provincial office plays a role in guarding and facilitating this policy to be in line with principle six precisely because it will affect agricultural production and productivity. For example, the provincial office compiles guidelines on the use of subsidized fertilizer allotments every year, supervises the distribution and use of subsidized fertilizers, disseminates and facilitates counselling of the RDKK, and collects data and implements annual allocation of subsidized fertilizer needs to the central government. So we could say that the non-agricultural service office is coordinating this policy in the regions "(Interview, November 15, 2016).*

Likewise, field extension officers understand their role as the spearhead and are direct intermediaries from the relevant agencies, namely the relevant agencies in providing information to farmers. As also conveyed by (Kamal, SP, Field Instructor Anggeraja Sub-district) below:

"To socialize to the public that the government helps farmers to increase production, one of which is to reduce production costs, one of which is to subsidize fertilizer, we need to explain to farmers so that with subsidized fertilizer, it means that production costs than farmers can reduce with the hope that farmers will benefit, especially the results it can be enjoyed more by farmers, that is the main goal, it is the task of extension workers to oversee this program, sir. "(Interview, November 29, 2016)

policy have sufficiently understood the role of each task and function with the increasing coordination between related parties also expected to help improve understanding as an element so that the obstacles and problems encountered can be resolved through fertilizer dissemination policy socialization is also expected to be carried out in the field from the beginning can run smoothly, orderly, on time and planned according to the stipulations specified.

1.6. Resource Support

Adequate resources support the success of a program; in this case, the quality and quantity so that the existing human resources are sufficient for the implementation of the program. The resources of the policy implementers in Enrekang Regency are arguably sufficiently educated and experienced from training so that the quality is sufficient. In terms of financial resources, it can seem that at the provincial level, there is already a budget allocation for the implementation of the fertilizer subsidy policy, both from the state budget and the provincial budget. The amount of the budget is not optimal enough to support the implementation of the fertilizer subsidy policy in Enrekang Regency. It is also supported by statements from (Addi, SP, Head of Agriculture / Plantation Infrastructure and Infrastructure Provision) as follows:

"The role of the District KP3 is quite important, but in reality, it is not yet optimal because its human resources are lacking and lack of financial support and operational facilities" (Interview 15 November 2016)

Likewise, the results of the explanation from (Usman, SP, Field Extension of the District of Baraka) are as follows:

"Blank forms are filling RDKK; others are self-supporting" (Interview on 28 November 2016)

It can say that the support of resources in the implementation of subsidized fertilizer subsidies in Enrekang district is not optimal, there is no specific facilitation for field extension officers in the preparation of subsidy fertilizer needs plans and suboptimal financial support in-field monitoring activities, indicating that the operational level of this policy has not fully supported. certainly needs to be the concern of the Enrekang district so that the implementation of the fertilizer subsidy policy will be better in the future.

2. Policy Analysis Based on the Environmental Aspects of the policy

More than the three factors that exist in aspects of the policy environment, the compliance factor of the policy target group is a direct result of the implementation of the policy that determines its effect on society (Ahmad, 2011).

2.1. Authority of the actors involved

The success of a program also influenced by how much power interests and strategies owned by the actors involved in policy implementation. The role of field extension officers is significant because it is the spearhead of the implementation of this policy, where they are dealing directly with farmers who are the target group or policy targets. As stated by (Kamal, SP Extension Workers in Anggeraja Sub-District), the following:

> *"Without socialization and coaching, farmers in particular who not included in the group will have another perception because those who are entitled to subsidized fertilizer are only farmers who included in the group, for farmers who not included in the group are not entitled to receive subsidized fertilizer, and there is a limit, the limit for plantation crops is only a maximum of 2 hectares, while for horticultural crops and food crops are not limited, we need to socialize it "(Interview on 29 November 2016*)

Power or interest and that makes the strategy in the stages of monitoring the need for subsidized fertilizers in the district is the Enrekang district fertilizer and pesticide supervisory commission (KP3) consisting of related local governments. Whereas the power or interest and who make the strategy in the stages of procurement and distribution of subsidized fertilizer needs in the district are the authorized subsidized fertilizer distributors and retailers. Based on the above analysis, it can see that the authority and interests of the actors involved are quite capable of realizing the wishes and hopes of farmers. It hoped that various implementation strategies would be able to achieve overall policy goals and objectives.

2.2. Characteristics of the ruling regime

The characteristics of the ruling regime will influence the policies adopted by the government. If the regime in power puts forward the interests of the people, then the welfare of the people will quickly realize the objectives of the program [19](Ramadhan, 2012). Leaders at the provincial, regency, sub-district and village office levels strongly support the implementation of this fertilizer subsidy policy to run smoothly following the conditions of the farming community. The establishment of the Enrekang district fertilizer and pesticide control committee which stipulated through the Enrekang district head's decree on the establishment of the Enrekang Fertilizer and Pesticide Control Commission was also a form of positive response to the need for institutional oversight of policy implementation at the field level. Although this has not supported by the existence of financial support and supporting targets for operational surveillance. It is following the statement (Arsil Bagenda, MM, Head of the Department of Agriculture and Plantation of Enrekang Regency) :

> *"I think the support of the regional government is quite good because we are active and continue to coordinate with the provincial office in implementing the fertilizer subsidy policy, especially members of the Enrekang regional representative council are very interested in discussing the need for subsidized fertilizer "(Interview on November 7, 2016)*

Based on the analysis and information above, it can see that the Enrekang Regency local government is quite attentive and responsive in supporting the smooth implementation of the fertilizer subsidy policy.

2.3. The level of compliance and responsiveness of the target group

The people must be able to become partners of the government so that they can assess the performance of the government. It will make it easier to make corrections to errors or errors that occur so that it can more quickly address and the program can run as it should [20](Andajani, Wiwiek, 2013). The fact that occurs in the field shows that the fertilizer distribution system applied so far has not been effective enough in meeting the principle of 6 which has been the target of the government and other actors in distributing fertilizer to the farmer level, there are also several causes of fertilizer distribution not following the plan.

First, the use of urea fertilizer at the farmer's level exceeds the recommended dosage of excessive fertilizer use because farmers still think that urea fertilizer is an essential fertilizer and necessary, while other fertilizers such as SP36 and KCI are only supplementary fertilizers [21](Munawar & Utama, 2013). So that often many farmers do not use KCI fertilizer aside because the price is relatively high. In the sense that farmers do not know and apply the balanced fertilizer recommendations properly, as required to do related to the preparation of RDKK. It explained by (Kamal, SP Extension Worker in Anggeraja Sub-District) :

> *"Before the existence of RDKK, the use of fertilizer for farmers was uncontrolled, as long as there were so many fertilizers, that was what they did, but with the existence of RDKK, this RDKK dose determined in terms of commonality, so there was an RDKK that used fertilizer would be more controlled than before RDKK, that is his understanding "(Interview 29 November 2016)*

As well as obtaining other (Asmawati, SP, Kec Extension Fields, Malua) related to the application of balanced fertilizer recommendations is:

> *"They have followed, but there are still those who are not obedient because they follow the habit and there are also those who are obedient because they are willing to accept advice "(Interview on 28 November 2016)*

Second, the selection of narrow land also causes the use of fertilizer if converted into 1 hectare becomes very high.

Third, in the absence of accuracy in calculating the area of horticultural crops including onions, the number of fertilizer requirements set by the Ministry of Agriculture which is a proposal of the district provincial agriculture office is generally lower than the actual planting area, so the amount of fertilizer demand always exceeds that allocated.

Fourth, the existence of farmers' uncertainties in determining the cropping pattern of fertilizer needs on horticultural crops also complicated to calculate, given the weather conditions and the rainy season is uncertain and always changing.

In general, the description of the targets achieved in this fertilizer subsidy policy through coordination and communication of implementation to date has been quite good compared to the previous time. It is because the application of a closed distribution system through the RDKK mechanism makes the recipient farmer data more coordinated through the farmer group container, so that leakage of fertilizer beyond the target can minimize.

4. Conclusion

From the results of the discussion on the policy of fertilizer subsidies in Enrekang Regency, it concluded that the implementation of the subsidized fertilizer policy in Enrekang, in general, is a pretty good picture of the implementation of this policy compared to previous times. General fertilizer subsidies have a positive impact on increasing farmer capital, as well as the development of fertilizer markets that were not yet functioning to reduce distribution costs, farmers as the target group and policy implementers also feel the benefits of implementing fertilizer subsidy policies, so that this policy is still feasible. However, there are still several things

that need to be the government's attention, namely the unfulfilled proposal of fertilizer needs from farmers and the mismatch between farmers' fertilizer fertilization schedule with the time of fertilizer redemption by retailers and distributors and the lack of overall understanding and awareness of farmers regarding the importance of preparing definitive plans for group needs, not yet there is special facilitation for field extension officers in preparing plans for the need for subsidized fertilizers as well as sub-optimal financial support in-field monitoring activities. Therefore, the role of the government is paying attention to resources in terms of providing operational funds that support the implementation of guidance and supervision of subsidized fertilizer policies in Enrekang Regency is highly expected.

Furthermore, as an effort to improve the implementation of the fertilizer subsidy policy in increasing the productivity of shallot farmers in Enrekang Regency in the future, this can be demonstrated through the established indicators. The 6 (six) right indicators include the right place, right amount, right price, right time, the right type and right quality.

Based on the analysis that has done, it can see that there are only 2 (two) indicators which are quite good achievements, namely the right place and the right quality. While 4 (four) other indicators still need improvement, including the right amount, right price, right time and right type. The four indicators can be improved according to standards if supported by an accurate and detailed fertilizer needs planning and supported by a complete database and information so that the preparation of definitive plans for group needs following the latest conditions.

Providing fertilizer subsidies provided by the government to increase farmer productivity by reducing production costs and this has an impact on improving farmers' welfare is a priority in supporting onion farming in Enrekang Regency. Farmers still need subsidies for agricultural inputs (fertilizer), what needs to be improved is the mechanism of giving and clear targets so that the effectiveness and efficiency of these subsidies.

Acknowledgments

The author would like to thank the graduate students of the public administration study program, because with their help this research went well, especially in data collection in the field.

References

[1] Ahmad, J. (2011). Perilaku Birokrasi dan Pengambilan Keputusan. *UNM, Makassar*.

[2] Ahmad, J. (2015). Metode Penelitian Administrasi Publik Teori dan Aplikasi. *Yogyakarta: Gava Media*.

[3] Andajani, Wiwiek, P. A. C. (2013). Analisis Kepuasan Petani Bawang Merah (Allium ascolonicum, L) terhadap Kinerja Pelayanan PPL dan Penanganan Pupuk Bersubsidi. *Journal of Chemical Information and Modeling*, *53*(9), 1689–1699. https://doi.org/10.1017/CBO9781107415324.004

[4] Chinsinga, B. (2007). Reclaiming Policy Space: Lessons from Malawi's 2005/2006 Fertilizer Subsidy Programme. *Future Agricultures*, (July), 32. Retrieved from papers2://publication/uuid/EC30293F-A9C8-4210-AFFC-D71086928585

[5] Elizabeth, R. (2017). Rekstrukturisasi Implementasi dan Efektivitas Program Pembiayaan Menuju Peningkatan Kapasitas dan Produktivitas Beras. *UNESA Journal of Agricultural Scienties*, *1*(1), 88–104.

[6] Indonesia, M. P. R. (2011). *Kebutuhan dan Harga Eceran Tertinggi (HET) Pupuk Bersubsidi untuk Sektor Pertanian Tahun Anggaran 2011*. https://doi.org/10.16194/j.cnki.31-1059/g4.2011.07.016

[7] Jayne, T. S., Mason, N. M., Burke, W. J., & Ariga, J. (2018). Review: Taking stock of Africa's second-generation agricultural input subsidy programs. *Food Policy*, *75*(October 2017), 1–14. https://doi.org/10.1016/j.foodpol.2018.01.003

[8] Lukito, I. (2016). Implementasi Kebijakan Survei Kepuasan Masyarakat pada Unit Penyelenggara Layanan Publik Kementerian Hukum dan HAM. *Jurnal Ilmiah Kebijakan Hukum*, *10*(3), 243–256. https://doi.org/http://dx.doi.org/10.30641/kebijakan.2016.V10.243-256

[9] Mardianto, Antoni, D., & Effendy, I. (2016). EVALUASI IMPLEMENTASI ENTERPRISE RESOURCES PLANNING TERHADAP KEPUASAN DISTRIBUTOR MENGGUNAKAN MODEL END USER COMPUTING SATISFACTION (STUDI KASUS : PT PUSRI PALEMBANG). *Bina Darma Conference on Computer Science*, (April 2016), 2339–2347.
[10] Munawar, D., & Utama, W. (2013). *Memahami Pengertian dan Kebijakan Subsidi dalam APBN*. 22.
[11] Nauly, D. (2019). *Dampak Kebijakan Subsidi Pupuk dan harga Pembelian Pemerintah terhadap Kesejahteraan Produsen dan Konsumen Beras di Indonesia*. *4*(1).
[12] Rahmadona, L., Fariyanti, A., & Burhanuddin. (2018). Komunikasi Kebijakan Pemerintah Terhadap Daya Saing Komoditas Bawang Merah Di Kabupaten Majalengka. *Jurnal KMP (Jurnal Komunikasi Pembangunan)*, *15*(2), 37–51. https://doi.org/10.29244/jurnalkmp.15.2.
[13] Ramadhan, A. (2012). Politik Ekonomi Generasi Muda Implementasi kebijakan Gerakan Kewirausahaan Nasional di Jawa Timur. *Jurnal Politik Muda*, *2*(1), 1–8.
[14] Sembiring, S. A., Siregar, H., & Saragih, B. (2010). Implementation of Rice Policy at Farmers Level: Performance and Future Perspectives. *Analisis Kebijakan Pertanian*, *8*(1), 339–361.
[15] Shrestha, R. K. (2010). Fertilizer Policy Development in Nepal. *Journal of Agriculture and Environment*, *11*, 126–137. https://doi.org/10.3126/aej.v11i0.3660
[16] Susila, W. R. (2016). Kebijakan Subsidi Pupuk: Ditinjau Kembali. *Litbang Pertanian*, *29*(2), 43–49. https://doi.org/10.21082/jp3.v29n2.2010.p%p
[17] Syafa, N., Mardianto, S., & Simatupang, P. (2017). Dinamika Indikator Ekonomi Makro Sektor Pertanian dan Kesejahteraan Petani. *Analisis Kebijakan Pertanian*, *1*(1), 66–77. https://doi.org/10.21082/akp.v1n1.2003.66-77
[18] Weerahewa, J., Kodithuwakku, S. S., & Ariwardana, A. (2010). The fertilizer subsidy program in Sri Lanka. *Food Policy for Developing Countries : The Role of Government in the Global Food System"*, 12. Retrieved from http://www.environmentportal.in/files/fertiliser subsidy programme in sri lanka.pdf
[19] Wijetunga, C. S., & Saito, K. (2017). Evaluating the Fertilizer Subsidy Reforms in the Rice Production Sector in Sri Lanka: A Simulation Analysis. *Advances in Management & Applied Economics*, *7*(1), 31–51. Retrieved from http://www.scienpress.com/Upload/AMAE%2FVol 7_1_3.pdf
[20] Yawson, D. O., Armah, F. a, Afrifa, E. K. a, & Dadzie, S. K. N. (2010). Ghana's Fertilizer Subsidy Policy: Early Field Lessons From Farmers in the Central Region. *Journal Sustainable Development in Africa*, *12*(3), 191–203.