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Determinants Implementation of Policies Procurement and Distribution of Fertilizer Subsidized to farmers in the Southeast Minahasa, Indonesia

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Abstract. The study is intended to analyze the implementation of policies fertilizer subsidy in the Eastern Tombatu subdistrict of Southeast Minahasa, Indonesia. The research uses qualitative research to understand the meaning behind the phenomenon related to implementing the policy procurement and distribution of fertilizer subsidized to farmers in the east Tombatu sub-district, Southeast Minahasa Regency. Data collection techniques, through the methods: a). Observation by making observations about the process of distributing subsidized fertilizers b). Interview with: 1) farmers using subsidized fertilizers, 2) distributor of fertilizer subsidized, 3). department of agriculture, which is in charge of the distribution of fertilizer subsidy. c). Documentation. 1). report the implementation of the policy implemented by the department of agriculture and distributors, 2) documents of fertilizer were distributed, 3) Policy documents. Research shows that the determinants of implementing policies fertilizer subsidy in the southeast Minahasa showed that: a). socialization of policies are outs implemented as of interest policy, b) The length of the bureaucratic structure tends to impact the scarcity of fertilizers when farmers need them. c) The scarcity of fertilizers is that farmers can not obtain subsidized fertilizer because there is no RDK (Definitive Needs Plan Group). In contrast, farmers do not know how to prepare RDK. d). low dispossess implementers to implement policies according to policy objectives. For it is suggested should be: a) do socialization about fertilizer policy subsidized effectively and efficiently to all the groups involved in implementing procedures, b) cut the bureaucratic structure that creates scarcity of fertilizers when farmers need it, c) farmers are taught how to make RDK, d) required a dispossess implementer who earnestly implements policies according to policy objectives, e) provide rewards and sanctions for implementers by their respective primary duties and functions.

Keywords. Determinants Implementation of Policies, Procurement, and Distribution of Fertilizer Subsidized To Farmer, Southeast Minahasa

A. Introduction

Development policy Procurement and Distribution of Fertilizer subsidized to farmers who arranged through the Ministry of Trade Regulation No. 15 the Year 2013 intends to support national food security base on principles, namely: a). correct type, b). the right amount, the right price, right place, right time, and right quality. Minister agency Owned countries assign PT. Pupuk Indonesia (Persero) can procure and distribute subsidized fertilizers for the agricultural sector, subsidizing procurement and distribution. Fertilizer subsidy covers Urea, SP 36

fertilizer, ZA fertilizer, NPK fertilizer, and other subsidized fertilizers. The farm sector that receives assistance is cultivating food crops, horticulture, smallholder plantations, forage, and fish and shrimp cultivation. Target policy is farmers, planters, ranchers, or farmers fish and shrimp. Distributor the individual company or business entity, whether a legal entity or non-legal entity appointed Manufacturer unfounded Sale and Purchase Agreement (SPJB). His job is to purchase, store, distribute, and sell Subsidized Fertilizers in large parties in his area of responsibility. For City Regencies, retailers in Districts and Villages are appointed, selected by the distributor based on the Sale and Purchase Agreement (SPJB). The main activity of selling subsidized fertilizer directly only to farmer groups and farmers in the area of responsibility. In the sale and purchase agreement, cooperation binds between producer and distributor or the distributor and retailer of right and obligations of each in the procurement and distribution of subsidized fertilizer to farmers—process provision subsidized fertilizer, PT. Fertilizer Indonesia (Persero) from the producer and Import to farmer groups and Farmers with the highest retail price (HET) to 50 kg, 40 kg, or 20 kg in Line-IV purchased in cash by the groups and farmer. Line I is the location of the fertilizer warehouse in the Producer factory area or the destination port area for imported fertilizers. Line-II is the location of the producer warehouse in the provincial capital area and the Fertilizer Packaging Unit (UPP) or outside the port area. Line-III is the producer warehouse and distribution in the regency/city area. Line IV is the retailer's warehouse location in the district and village area appointed by the distributor. Process subsidized the supervisory team does fertilizer distribution for subsidized fertilizer mid-level Supervisory Commission Fertilizer and Pesticides (KPPP).

The Ministry of Agriculture emphasized that the absorption of subsidized fertilizers until October 21, 2020, the total subsidized fertilizer that has been distributed to farmers has reached 6,902,343 tons. Stock fertilizer subsidies are available in 2020 as many as 1.4 million tons, consisting of urea, NPK, ZA, SP-36, and Organic. In addition, the Company always prepares a stock of non-subsidized fertilizers at official kiosks. The figure of 6,902,343 tons of subsidized fertilizer that has been distributed is equivalent to 78 percent of the 2020 National allocation, amounting to 8,900,467 tons.

In the Southeast Minahasa Regency district of East Tombatu, the procurement of fertilizer subsidy has not been implemented by objectives and targets and the availability of fertilizer subsidized by the national. Conditions are marked premises: a). increase in the highest retail price in packs of 50 kg, 40 kg, or 20 kg in Line-IV, and urea type is set at IDR 1,800 per kg, SP-36 IDR 2,000 per kg, ZA IDR 1,400 per kg, NPK IDR 2300 per kg, and organic IDR 500 per kg, b). the scarcity of fertilizer when farmers need it, almost every year and every season crops of rice occurred scarcity of fertilizer subsidy. c). there is an accumulation of fertilizer when farmers do not need fertilizer (retail kiosk). If viewed from the national stock allocation, the scarcity of subsidized fertilizers should not have occurred. Moreover, the subsidy distribution pattern is carried out securely and is already very strict because it involves the Agriculture Service, DPR / DPRD, TNI, and KPK. Classic reasons is a). distribution partners because the quota given by the Ministry of Agriculture is far below what is needed. b). Fertilizer distribution partners/traders appointed as distributors to retail stalls were slow to redeem. When farmers needed them, the stock at retail stalls in the district was not available. Based on the above phenomenon, then do analysis is theoretical of public policy dimensions, especially determinant of policies distribution Subsidized Fertilizer in District Tombatu East Southeast Minahasa Regency.

B. Research Methods

The research uses qualitative research to understand the meaning behind the phenomena related to the determinant implementation policy of procurement and distribution of fertilizer subsidized to farmers in the sub-district Eastern Tombatu, southeast Minahasa district. Technique collection of data that is through the method: a). Observation by making observations about the process of distributing subsidized fertilizers b) Interview with: 1) farmers using subsidized fertilizers, 2) distributor of fertilizer subsidized, 3) department of agriculture, which is in charge of the distribution of fertilizer subsidy. c). Documentation. 1) report the implementation of the policy implemented by the Department of agriculture and distributors, 2) documents of fertilizer were distributed, 3) Policy documents.

C. Result And Discussion

1. The Research Location Overview

East Tombatu District is one of the Districts in Southeast Minahasa Regency, about 76 km from Manado City, the capital of North Sulawesi Province. East Tombatu District has a topography of the expanse area with an altitude above 330 meters above sea level. East Tombatu District has 26.67 Km², with the largest Village being Molompar Dua Village (5.00 Km²), and the village with the smallest area is Molompar Dua Selatan Village (0.37 Km²). East Tombatu Subdistrict includes 11 (eleven) Villages, led by a Camat, and an Hukum Tua leads each village. At the end of 2015, 9.203 people were recorded in the East Tombatu District, where Molompar Dua Utara Village was the most populous village with 1260 people. The total male population in East Tombatu Subdistrict is more than the entire female population, namely 4.779 men and 4.424 women.

Table.1
 Land Area (Ha) according to village and Functions

Village	Field	Non-irrigated fields	Garden	Field	Not attempted
Molompar Satu	42	0,6	95	51	26
Molompar	36	1	112	43	22
Molompar Atas	29	0,5	36	31	16
Molompar Dua	22	1	78	35	12
Molompar Dua Utara	27	0,2	89	58	17
Molompar Dua Utara	46	1	50	29	29
Esandom	21	2	136	40	14
Esandom Satu	35	0,5	58	32	21
Esandom Dua	32	0,4	91	21	19
Mundung	29	0,8	88	40	17
Mundung Satu	47	1	19	22	22
Jumlah/Total	366	9	764	402	215

Data BPS process 2020

Harvested Area, Production and Productivity of Food Crops

Month	Harvested Area	Production (Ton)	Productivity (Kw/Ha)
Padi Sawah	858	4.457,02	51,95
Padi Ladang	180	204,33	11,35
Jagung	780	2.439,84	31,28
Kedelai	180	204,33	11,35
Kacang Tanah	13	17,25	17,25
Kacang Hijau	8	13,11	15,80
Ubi Kayu	24	301,97	126,12
Ubi Jalar	10	125,31	83,54
Talas	74	607,01	131,43

Data BPS process 2020

Determinant Implementation Policy Distribution of Fertilizer Subsidized in the District Tombatu Eastern District of Minahasa Tenggara

2. Policy Dissemination

Are conducted socialization of policy distribution of fertilizer subsidy and the utilization of fertilizer to be efficient and effective in the East Tombatu district in the farmer? Farmers FL said: "socialization policy of distributing fertilizer subsidy, procurement, and distribution up to the farmer. And the utilization of fertilizer to be efficient and effective in the East Tombatu district in among our farmers are still not understood also most large we have not understood knowing about RDKK". Questions are equally explored by farmers F.Langoy, and VW obtained answers where the socialization of fertilizer subsidy and fertilizer utilization is efficient and effective yet incomprehensible and noticeably less so also with RDKK. Based on the answers to three farmers that made the confirmation to JR as practitioners agricultural."Through the dissemination of this, we are also able to explain the various knowledge associated with agriculture. For example, the fertility of land farming when this, so that people can work around this with fertilizers, is proportionate. Similarly, also with the use of RDKK need to get the ease of obtaining fertilizer. Even farmers need to know the problem of fertilizer allocation in East Tombatu Subdistrict so that it is not infiltrated by wild information that causes unrest".

The information was further clarified to MM as the person in charge of agricultural policy in Southeast Minahasa district."By the plan of work yearly, we (Department of Agriculture) do strive as much as possible to provide socialization and assistance to meet the community's needs about the knowledge and understanding about the use of the fertilizer subsidy. At the same time, efforts increase the production of crops each season crop. Yet so we understand that socialization fertilizer subsidy, which we do not yet meet the needs of farmers, will be information and knowledge of how to obtain the fertilizer. The use of fertilizers and land farming management is practical and efficient but has good quality and quantity. more advanced MM revealed that in every socialization, it continues to seek to explain the pattern of cropping and patterns efforts of farmers prepared based on consideration of aspects of the technical, economic, and parts of the social. Order to the farmers understands the characteristic of effectiveness and efficiency when planting in the season planting [1]. "We also seek to explain how the importance of the use of technology businesses of farmers who could produce production over the maximum. Such as the socialization of the means of production and capital, which are based on extensive area businesses farmer Poktan, the technology that will be applied, and capital member Poktan including strengthening the production capacity. But such is not

fulfilling the needs of socialization and assistance to farmers also affected by resources that have not been adequate due to the lack to serve that number is quite significant in the Southeast Minahasa.

Based on the data above, the researchers saw that the community's needs would be the socialization of fertilizer subsidy policy. The policy's purpose is still more substantial than in the dissemination activities carried out by relevant in terms of this department of agricultural and extension of agriculture. It is causing problems to implement the policy of procurement and distribution of fertilizer subsidized by the government. Based on the information, it then examined from the determinant policy that stated Edward III in Subarsono (2005) that the factors were considered to affect the implementation of the policy as a variable independent that affects the performance of the implementation of the policy socialization of communication [2]. Thus, socialization factors have not more minor socialization factors into the factors that affect the policy of distribution of fertilizer subsidy and fertilizer utilization to be efficient and effective in the East Tombatu District among farmers [3].

3. Bureaucratic Structure

The bureaucratic structure starting at the national level down to the regional level, especially in the East Tombatu sub-district, impacts the scarcity of subsidized fertilizers available for farmers. Trade Minister Regulation No. 15 the Year 2013 intends to support national food security based on principles: a). correct type, b). the right quantity, the right price, the right place, the right time, and the excellent quality. Minister agency owned countries assign PT. Pupuk Indonesia (Persero) can procure and distribute subsidized fertilizers for the agricultural sector, subsidizing procurement and distribution. Fertilizer subsidy covers Urea, SP 36 fertilizer, ZA fertilizer, NPK fertilizer, and other subsidized fertilizers. The length of the flow distribution of fertilizer subsidized affect the smooth distribution of fertilizer subsidized. Weak supervision on a scale national up to the area and structure bureaucracy that is very long succession increase fertilizer subsidy. This condition is recognized by the farmers of FI, VW, and FL in East Tombatu sub-district that when they need fertilizer, fertilizer is a step. As a result, the highest retail price for farmers is not what the government has set. When confirmation to MM, guarantor responsible policy of agriculture in the Southeast Minahasa, he said that: " the scarcity of fertilizer subsidy that occurs when this issue of national means, not just us alone. The national allocation of fertilizer in 2020 is only by 7.9 million tons, or lower than in 2019 amounted to 8.8 million tonnes. Of course, this effect on the availability of fertilizer subsidy in Southeast Minahasa. The decline in the around 12% is national that has slashed the allocation of Southeast Minahasa owned by regency and, any impact on the number of distributions obtained by the East Tombatu District. Based on the data, East Tombatu's total fertilizer requirement is 9.06 tons, divided into various fertilizers.

When confirmed to JR, he said: "In fact, in some cases, the scarcity of fertilizers occurred not because it was not available. The fertilizer is in the warehouse, but distributors and retailers do not want to sell it to farmers because they are not registered in the RDKK. Party distributors and retailers are afraid to sell because threatened by the manufacturer when selling the fertilizer subsidy could not enter RDKK. This policy is excellent but needs to be socialized. Furthermore, who does not lose the most important is the matter of the rules of use of the internet in distributing fertilizer subsidy to all farmers, such as the regulations of RDKK. I was responding to JR's message, the researcher confirmed again to MM as the Head of the Agriculture Office of Southeast Minahasa Regency. "The problem RDKK already we strive to be minimized, so RDKK it could be useful as a maximum. But so, RDKK is very important to keep an eye on that fertilizer subsidy to all farmers is right. But in East Tombatu, especially the

scarcity of fertilizer occurs not only caused by regulations that inhibit farmers get fertilizer but also issues technical that became the cause, for example, in terms of transport of the distance away from the distributor to the retailer. With the problem personally from farmers, rations chanting the already exhausted seasons. D natural situation like this, distributors and retailers are not biased much help".

According to MM, not only problems of distribution but also the scarcity of fertilizers also caused by farmers when using fertilizers, many farmers were over- dosage use of fertilizers. However, by the recommended dosage of the Ministry of Agriculture, for one hectare of land sufficiently with 500 kg of fertilizer organic, 300 kg of fertilizer NPK, and 200 kilograms of fertilizer urea or plain known as the formula 5: 3: 2. The reason is that farmers want to get the maximum harvest. Excessive use of fertilizers will damage soil fertility. JR judge that the problems that involve the farmers in the scarcity of fertilizer precisely has prose was great. "I see that is the dependence of farmers on fertilizer inorganic, fertilization that are not balanced, the addition of extensive areas of land, and the farmers are not held accountable by selling back the fertilizer subsidized. Edward III in Subarsono (2005) is further argued that one of the factors or variables that influence the success of the policy is the structure of the bureaucracy. So, scarcity of fertilizers in Tombatu Eastern-influenced by the structure bureaucracy is associated with supervision.

4. Disposition

Meter and Horn in Subarsono (2005), in theoretical writing, that the disposition implementers of cognition or understanding on policies become aspect is essential in addition to the intensity of the disposition of the implementor. Their implementation of policies that are tiered in the procurement and distribution of fertilizer subsidy required strong nature so that policies can be implemented even if in a state of a limited good source of power. Influence implements the structure and length resulted in the abandonment of implementation of the policy or not optimal performance. The bureaucratic structure factor here is also related to supervision. Problems surveillance becomes a factor important in the successful implementation of the procurement and distribution of fertilizer subsidy in East Tombatu. Weak supervision will hinder the implementation process, which fails in the intended objectives. Researchers asked about the process of monitoring the implementation of the procurement and distribution of fertilizer subsidies to explore the matter. According to JR, supervision should be an extra concern so that the policy for the procurement and distribution of subsidized fertilizers in east Tombatu runs according to its goals [4].

"Supervision of the procurement and distribution of subsidized fertilizers includes type, quantity, price, place, time, and quality. As affirmed in the Decree of President Number 15 Year 2011 concerning Amendment On the Regulation of President Number 77 the Year 2005 On Establishment Fertilizer Subsidized For Goods In Oversight, the necessary instrument for implementing the supervision of the supply and distribution of fertilizer subsidy. Any deviation/violation of the provisions for procurement and distribution of subsidized fertilizers will be prosecuted according to the conditions. For the distribution of fertilizer subsidized appropriate designation, then the packaging of fertilizer underwritten by label red reads. Fertilizer subsidized government goods In control ", and the word is placed in the parts of the front or side of the packaging that is easy to read and not easily lost/deleted. Special for fertilizer urea is subsidized by the color of red light (pink), and fertilizer ZA financed by the color orange, which is intended to monitor the distribution of fertilizer subsidy done by the manufacturer, the distributor, and the retailer's official.

Based on the answers to JR that, researchers confirm with MM as guarantor responsible for monitoring the level of the mechanism surveillance" For Southeast Minahasa Regency, the supervision of subsidized fertilizers is carried out through various activities. They were the first monitoring team/commission for management of fertilizers and pesticides carried by periodic (monthly) and at any time if necessary. Second, doing a meeting coordination discussion of planning requirements, supply, distribution, and use of fertilizers subsidized and problems in the field related to the fertilizer subsidy. Third, the department of agriculture district performs escort and guidance on implementing the distribution of fertilizer subsidy to be by its designation one of them to perform the companion towards the performance of the verification and validation of the distribution of the fertilizer subsidy at the level of sub-districts. And fourth, all results of monitoring, coaching, and coordination meetings by the fertilizer and pesticide control team/commission and the agriculture office district are made in the form of a report [5].

According to MM Problem, oversight of procurement and distribution of fertilizer subsidy in the East Tombatu conducted by the guidelines were issued by the government based on Regulation No. 15 the Year 2013. The general rules of supervision are already stated in the clear guidelines are. In the run supervision, supervisors are required to know the production process, obtain information means the place of storage and how the packaging, and the task of the others in the framework of the smooth implementation of the procurement and distribution of fertilizer subsidy. More advanced MM explained that to keep an eye on is strictly a matter of fertilizer distribution. The appropriate guidelines supervision exists, the distribution of fertilizer is done in closed that only farmers in RDKK can obtain fertilizer subsidy. According to MM, the data needs to become the basis of the distribution of fertilizer subsidy, which does producers of fertilizers. Not be released to the market, but watched proper distribution. Even people also can contribute to monitoring its distribution [6].

From the information, researchers did confirm the FL as farmers." In my observations as a farmer, I see the issue of oversight as a weak point in the emergence of several problems in implementing the subsidized fertilizer procurement program in east Tombatu. Issues matter distribution by distributors and retailers that do not conform provisions of both price and Kuta each farmer is an issue that often escapes from supervision. The scarcity of fertilizers causes the cost to exceed HET, and (b) the margin of marketing much higher than what has been specified government. In addition, the planning for the allocation of fertilizer needs is not entirely accurate. The disparity in the price of subsidized and non - subsidized fertilizers is quite significant, causing the distribution of subsidized fertilizers to be still not on target. Leakage distribution of fertilizer subsidy to the outside farmer target is still often found, causing scarcity and fertilizer price exceeding the HET" [7].

Responding to respect it, researchers interviewed JM as practitioners of agriculture to see the problem supervision is comprehensively so that implementation of the government's policy is well run with good."I noticed when this is how to maximize control in terms of procurement and distribution of fertilizer subsidy. For example, several things must be monitored the implementation: System Determination of Allocation Fertilizers and Accuracy of Data Farmers: Regulation of the distribution system of fertilizers that apply when it follows Regulation No. 15 / M-DAG / PER / 4/2013. Regulation is only loading the process of planning the allocation of fertilizer needs based on the Plan Definitive Needs Group (RDKK). Still, it does not include the system distribution of fertilizer based on RDKK. It's open opportunities aberration, especially against the amount of the distribution of fertilizers. In addition, the Regional Government does not yet have an accurate database of farmers, especially land areas, resulting from which the supervision and control functions are less effective [8].

Similarly, others have to be supervised in the implementation that is not appropriate provisions. Based on the rules that apply, the manufacturer is responsible for distributing fertilizer to line IV (retailers officially) with the HET applicable. But in practice, a manufacturer of fertilizer is less concerned about the distribution of fertilizers were carried out by a distributor of Line III to Line-IV and the appointment of distributors who do not meet the requirements [9]. JR supervision also must do more against the use of fertilizers that do not conform to dosage recommendations. Use of fertilizer (especially urea) by farmers when these lots have passed the limit recommendation. A dose of fertilizer urea range from 300-500 kg/ha, while the recommended amount and receive subsidies from the government for only 200-300 kg/ha. In addition, the need for fertilizer increases sharply during the growing season, while the supply of fertilizer is almost evenly distributed throughout the year. The use of fertilizers that excess becomes triggers a significant surge in demand for fertilizer in the early season planting, which impacts the scarcity of fertilizers [10].

JR also assesses that need to be reviewed again about HET. The HET that applies is less realistic; the HET component usually considered less realistic is the marketing margin, which consists of distribution agent fees and marketing costs. With HET are less realistic, then the perpetrators of distribution increase the fee on the terms and perform adjustments to the cost of marketing is not official. Action actors distribution has led to increased margins marketing of the above provisions. Thus also about the limited budgets of government. Experience during this shows that the limitations of budget spending the government will create a 2 (two) the condition that the provision of subsidized fertilizers prioritized for farming plant food are large-scale small. And the calculation of the total volume of fertilizer subsidy for farm crops of food is based on extensive planting that sometimes, when less accurate, multiplied doses of fertilizer are recommended. Conditions The first raises the permeation of fertilizer subsidy to market fertilizer non-subsidy [11].

Policies Minister of Trade through the Regulation of the Minister of Trade No. 15 the Year 2013 About the Procurement d early distribution of fertilizer subsidized To agricultural sector has some substance, namely: 1). Starting from the first line to line IV, the principle of 6 (six) right is precisely the type, quantity, price, place, time, and quality. Shall ensure the supply of a minimum of Fertilizer Subsidized in Line III on the need for 2 (two) weeks to the next by the plan needs, 2). Distribution of Subsidized Fertilizer. Producers are obliged to ensure the smooth distribution of Subsidized Fertilizer in Southeast Minahasa, including the East Tombatu District, by simplifying fertilizer redemption procedures based on the correct 6 (six) principles right type, quantity, price, place, time, and quality. In ensuring the smooth distribution of Subsidized Fertilizer, a warehouse in Line III, in this case, is in Southeast Minahasa Regency, must be owned. And when this, Manufacturer airport Distributors of the warehouse in Line III South Minahasa [12]. Distribution of Fertilizer Subsidized in the East Tombatu carried out by the plan needs are defined in the Regulation of the Minister of Agriculture, and the governor determines regulation implementation. Suppose the distribution of Subsidized Fertilizer by Distributors and Retailers does not run smoothly. In that case, producers are required to make a direct distribution to farmers and Farmer Groups in Line-IV after coordinating with the Southeast Minahasa, in this case, the Fertilizer and Pesticide Supervisory Commission at the Southeast Minahasa level. The price hikes at the retail and farmer levels, also triggered by the HET set by the government, were no longer realistic. Cost redeem set the government on line II amounting to Rp 1800, as added by loading and unloading, transport until at kiosk retailers, and the cost of not official cause the prices gained much on top of HET. By this, to gain practical advantages, retailers must sell to farmers at the top HET level, even to achieve more than 20% for each type of fertilizer when purchased farmer.

Allocation and Highest Retail Price of Subsidized Fertilizer in the Agricultural Sector FY 2020. Official retailers are required to distribute subsidized fertilizers according to the highest retail price. Price Retail highest fertilizer subsidy for fertilizer urea at Rp1.800 / kg, fertilizer SP-36 Rp2,000 / kg, fertilizer ZA Rp1,400 / kg, fertilizer NPK Rp2.300 / kg, fertilizer NPK Formula Special Rp3,000 / kg, and organic fertilizer of Rp. 500 / kg. While it is, in Article 15, paragraph 3 stated that the price of retail supreme fertilizer subsidy applies to purchases by farmers in the retailers authorized by cash and using the Farmer Card [13]. While packing volume of fertilizer subsidies that are sold at the price of retail highs are fertilizer urea weighing 50kg, fertilizer SP-36 (50 kg), fertilizer ZA (50 kg), fertilizer NPK (50 kg), fertilizer NPK Formula Special (50 kg), and organic fertilizer (40 kg) [14]. Bawdy chaotic system to manage the distribution of fertilizer subsidy occurred because of a lack of supervision. The four components of the supervisory agency for distributing subsidized fertilizers are the Agriculture Service, Industry and Trade Agency, the Attorney General's Office, and the Police. If the supervision has been weak so that it is not right on target, we will encourage budget strengthening to increase control of the distribution of subsidized fertilizers.

In the aspect of the distribution, was found selling fertilizers with prices at above HET. They were selling fertilizer to farmers who are not registered in RDKK, no installation of banners announcement of the price, the distribution of fertilizer which is not by RDKK, delays in distribution, scarcity, sales in the outside distribution area. While related aspects of supervision, the Commission Supervisory Fertilizers and Pesticides (KPPP) at the provinces and districts do not run the function monitoring is optimal. They are considered not to fully understand their duties and functions, make supervisory reports, and lack funds to carry out supervision. The data obtained indicate that the policy HET fertilizer subsidy in East Tombatu is not applicable because parties carry out a lack of care. Based on the available data, the lack of control shows that the community's social conditions do not support the success of this implementation.

Meter and Horn in Suharsono (2010) suggest that six variables that affect the implementation's performance are only the condition social, political, and economical. Variable This includes resource economic environment that can support the successful implementation of the policy, the extent to which groups of interest provide support for implementing the policy. The characteristics of the participants, i.e., help or reject, how the nature of opinions publicly exist in the environment, and whether elite political support the implementation of the policy.

Manufacturers shall monitor and supervise the supply and distribution of fertilizer subsidy from Line-I to Line-IV as stipulated in the Regulation of the Minister of Trade of the procurement and distribution of fertilizer subsidized for the agriculture sector. Meanwhile, the supervision of the distribution, use, and price of subsidized fertilizers is carried out by the Fertilizer and Pesticide Supervisory Commission (KPPP). KPPP district is container coordination of agencies across the sector, formed by the governor's decree to conduct surveillance of the distribution, use, and fertilizer subsidy distribution in the districts. The Extension Officer assists regency/city KPPP in carrying out their duties.

Many intermittent problems seem to be ignored by the related parties. Including; Retailers sell the fertilizer subsidy in line IV by price higher than the HET. Liabilities retailers submit reports of procurement, distribution, and fertilizer supply subsidies by periodically not being done. Some farmers with more than 2 (two) hectares were listed in RDKK and got subsidized fertilizer. Retailers who sell fertilizer subsidies do not put the board names and board HET, and distributors do less counseling or coaching to the retailer. There was a delay in distributing fertilizer subsidy, scarcity of fertilizer subsidy, Documenting RDKK not valid (farmers with extensive land more than 2 hectares are still registered, the case mark up the total area of land).

Fertilizer is sold freely (farmers who are not registered in RDKK can buy fertilizer subsidized) quota fertilizer subsidized sold in the outside distribution area. The quota for subsidized fertilizer in an area is excessive/exceeds the needs of farmers. Some farmers don't know about HET. It can be said implementation oversight of procurement and distribution of fertilizer subsidy is not optimal because it does not follow the provisions of supervision by Regulation No. 15 of 2013. When referring to what is conveyed by Merilee S. Grindle, that implements policy should be detailed load implementor of policies. If this has not been done to determine in specific monitoring carried out by anyone whose specific order not occur neglect duties by reason parties la in succession also be held responsible.

D. Conclusions

Hacyl's research on the determinants of implementing policies fertilizer subsidy in the East Tombatu showed that: a). socialization of policies are outs implemented as of interest policy, b). The length of the bureaucratic structure tends to impact the scarcity of fertilizers when farmers need them. c) reason for the scarcity of fertilizer is Felling trees trimming logs cannot obtain the fertilizer subsidy as yet any RDK while farmers do not know make RDK. d). low dispossess implementers to implement policies according to policy objectives. For it is suggested should be: a). do socialization about fertilizer policy subsidized effectively and efficiently to all the groups involved in implementing procedures, b). cut the bureaucratic structure that creates scarcity of fertilizers when farmers need it, c). farmers are taught how to make RDK, d). required a dispossess implementer who earnestly implements policies according to policy objectives, e). provide rewards and sanctions for implementers by their respective primary duties and functions.

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