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EVALUATION OF THE IMPLEMENTATION OF SUBSIDIZED FERTILIZER DISTRIBUTION POLICY UNDER GARUT REGENCY REGULATION NO. 876/2013

Nia Karniawati[1], Ahmad Syahrul M[2]
[1]Universitas Komputer Indonesia, email: nia.karniawati@email.unikom.ac.id
[2]Universitas Komputer Indonesia, email: ahmadsyahrul0101@gmail.com

Abstract

This study aims to evaluate the policy on the distribution of subsidized fertilizers in Garut Regency, as stipulated in Regent Regulation No. 876 of 2013. Fertilizer subsidies play a crucial role in enhancing agricultural productivity and ensuring national food security; however, their implementation often faces persistent challenges, including unequal distribution, delivery delays, and limited transparency. Employing a descriptive qualitative approach based on William N. Dunn's policy evaluation framework, which comprises six indicators—effectiveness, efficiency, adequacy, equity, responsiveness, and accuracy—this study provides a comprehensive assessment of policy implementation at the local level. Data were obtained through in-depth interviews with farmers, literature review, and documentation.

The findings reveal that the fertilizer subsidy policy in Garut Regency has not yet achieved full effectiveness or efficiency. Problems persist, including inaccurate data on fertilizer needs, unequal distribution among farmer groups, and the government's slow response to farmers' complaints. The study highlights the urgent need to reform the fertilizer distribution system, strengthen supervision, and involve farmers in planning and evaluation to ensure the fertilizer subsidy policy achieves its intended goals—accuracy, fairness, and sustainability—while delivering optimal benefits to the agricultural sector in Garut Regency.

Keyword: Public Policy; Fertilizer Subsidy; Policy Evaluation; Agriculture; Garut Regency

Abstrak

Penelitian ini bertujuan untuk mengevaluasi kebijakan penyaluran pupuk bersubsidi di Kabupaten Garut berdasarkan Peraturan Bupati No. 876 Tahun 2013. Subsidi pupuk merupakan instrumen penting dalam mendukung produktivitas pertanian dan ketahanan pangan nasional, namun pelaksanaannya sering kali menghadapi berbagai permasalahan, seperti distribusi tidak merata, keterlambatan penyaluran, hingga kurangnya transparansi. Metode penelitian menggunakan pendekatan kualitatif deskriptif. Hasil penelitian menunjukkan bahwa kebijakan pupuk bersubsidi di Kabupaten Garut belum sepenuhnya efektif dan efisien. Dengan permasalahan dalam akurasi data kebutuhan pupuk, distribusi yang belum merata, dan respons pemerintah yang lambat terhadap keluhan petani. Berdasarkan temuan tersebut, diperlukan reformasi sistem distribusi, peningkatan pengawasan, serta keterlibatan petani dalam proses perencanaan dan evaluasi kebijakan agar subsidi pupuk dapat tepat sasaran dan memberikan manfaat optimal bagi sektor pertanian di Kabupaten Garut.

Kata Kunci: Kebijakan Publik, Subsidi Pupuk, Evaluasi Kebijakan, Pertanian, Kabupaten Garut

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Introduction

Agriculture represents a vital sector in Indonesia's economy, serving as both a source of livelihood and a pillar of national food security. According to Law No. 22 of 1999, agriculture encompasses the management of biological resources through the application of technology, capital, labor, and management to produce agricultural commodities, such as food crops, horticulture, plantations, and livestock, within an agroecosystem. In general, agricultural activities involve four key components: the production process, the farmer or agricultural entrepreneur, the land as a production base, and the agricultural enterprise itself (Banowati & Sriyono, 2013).

To support agricultural productivity, the Indonesian government has implemented a fertilizer subsidy policy to reduce farmers' financial burdens, increase crop yields, and strengthen national food security. This policy is governed by various legal frameworks designed to prevent misuse and ensure that fertilizer reaches eligible farmers. Fertilizers under this scheme are classified as supervised goods (*barang dalam pengawasan*), meaning that their circulation and sale are strictly controlled. Any unauthorized sale or distribution of subsidized fertilizer is considered an economic crime and subject to criminal sanctions under Indonesian law (*Peraturan Menteri Pertanian No. 15 Tahun 2025*, n.d.; *Peraturan Presiden Republik Indonesia No. 6 Tahun 2025*, n.d.).

The issue of fertilizer subsidies has become a significant concern within Indonesia's agricultural sector, particularly in key production regions such as Garut Regency. Although the policy aims to reduce farmers' production costs and maintain food security, its implementation continues to face systemic challenges—such as delayed distribution, limited supply at the farm level, and unequal allocation. Many farmers report difficulties obtaining subsidized fertilizers despite being registered in the electronic Definitive Plan for Group Needs (e-RDKK) system. As a result, some are compelled to purchase non-subsidized fertilizers at higher prices, increasing production costs and reducing profit margins. These inefficiencies have also led to the emergence of intermediary practices and misuse within the supply chain.

In Garut Regency, subsidized fertilizers—commonly referred to as *pupuk bersubsidi*—include Urea and NPK Phonska, distributed through officially designated Complete Fertilizer Kiosks (Kios Pupuk Lengkap / KPL). Farmers can purchase these fertilizers at government-regulated retail prices (Harga Eceran Tertinggi, HET), set at IDR 2,250 per kilogram for Urea and IDR 2,300 per kilogram for NPK Phonska. According to West Java's open data portal, in 2024 Garut Regency received allocations of 40,975.62 tons of Urea and 46,152.74 tons of NPK fertilizers.

Garut Regency possesses a strong economic foundation in agriculture and agro-industry, supported by local comparative advantages in primary commodities and processing activities (Djuwendah et al., 2013; Pradana et al., 2021). The agricultural sector remains a major contributor to the regional economy, accounting for approximately 37.38% of Garut's Gross Regional Domestic Product in 2022. This sectoral dominance is documented in official regional statistics and reflects the central role of agriculture in local livelihoods and value chains (Pemerintah Kabupaten Garut, 2023). Furthermore, Garut's Human Development Index (HDI) — recorded at 67.41 in 2022 — underscores the

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socioeconomic importance of agriculture as a driver of rural welfare and community development in the regency (Badan Pusat Statistik Kabupaten Garut, n.d.).

Previous studies, such as that of Ikmal Kholis and Khasan Setiaji (Kholis & Setiaji, 2020), have highlighted similar problems in the implementation of fertilizer subsidy policies. Their study on the effectiveness of fertilizer subsidy programs for rice farmers found that distribution remains suboptimal. Among six effectiveness indicators assessed, only *appropriate type* and *timely delivery* were achieved, while *appropriate price*, *quantity*, *location*, and *quality* were not fully realized. Consequently, fertilizer availability and benefits for farmers were uneven.

These recurring issues raise an important research question: How effective is the fertilizer subsidy policy in Garut Regency as regulated under Regent Regulation No. 876 of 2013? This study seeks to evaluate the policy implementation using William N. Dunn's six policy evaluation indicators—effectiveness, efficiency, adequacy, equity, responsiveness, and accuracy—to assess the extent to which the policy has achieved its intended goals and to provide recommendations for improving future agricultural policy governance.

Method

This study adopts William N. Dunn's policy evaluation theory as its main analytical framework. According to Dunn, policy evaluation is the systematic process of assessing whether a policy has achieved its intended objectives and identifying factors that influence its success or failure. Dunn proposes six evaluation criteria—effectiveness, efficiency, adequacy, equity, responsiveness, and accuracy—which together provide a comprehensive assessment of public policy performance (Dunn, 2017).

1. **Effectiveness** measures the extent to which policy objectives are achieved.
2. **Efficiency** concerns the relationship between outputs and the resources used.
3. **Adequacy** evaluates whether available resources sufficiently address the policy problem.
4. **Equity** assesses fairness in policy outcomes and distribution.
5. **Responsiveness** examines how well the policy adapts to stakeholders' needs and environmental changes.
6. **Accuracy** analyzes the policy's alignment with real societal conditions and target beneficiaries.

This framework is applied to evaluate the Subsidized Fertilizer Distribution Policy in Garut Regency, as regulated under Regent Regulation No. 876 of 2013, to determine how well it meets these six dimensions of policy performance.

The study employs a qualitative descriptive approach, which allows for an in-depth understanding of social phenomena and contextual implementation issues (Trsliatanto, 2020). Data were collected through interviews with farmers, literature reviews, and document analysis of relevant policies and reports. The collected data were analyzed through processes of data reduction, presentation,

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and conclusion drawing, aimed at identifying patterns and insights related to the six evaluation indicators.

By combining Dunn's theoretical framework with a qualitative descriptive method, this study provides a comprehensive yet contextual evaluation of the fertilizer subsidy policy's implementation and its implications for agricultural governance in Garut Regency.

Result and Discussion

This study evaluates the implementation of the Subsidized Fertilizer Distribution Policy in Garut Regency, as stipulated in Regent Regulation No. 876 of 2013, through William N. Dunn's six evaluation indicators: effectiveness, efficiency, adequacy, equity, responsiveness, and accuracy (Dunn, 2017).

Effectiveness

The fertilizer subsidy program in Garut Regency was designed to increase agricultural productivity, reduce farmers' production costs, and enhance food security. However, field evidence indicates that these objectives have not been fully achieved. Interviews with local farmers revealed frequent delays in fertilizer distribution, mismatches between allocation and actual demand, and insufficient communication between local distributors and farmer groups. These field observations are consistent with multiple empirical studies across Indonesia that document operational bottlenecks and distribution inefficiencies in subsidized fertilizer programs (Marhaeni et al., 2024; Putri Khoirril et al., 2023). Although the program's design aims to enhance farmers' welfare, its effectiveness is further undermined by persistent data discrepancies in the electronic Definitive Plan for Group Needs (e-RDKK) system and weaknesses in planning and supervision (Rachman & Sudaryanto, 2010).

Efficiency

The fertilizer subsidy policy in Garut Regency has not yet achieved optimal efficiency in resource utilization. Interviews with agricultural officers and distributors revealed overlapping bureaucratic functions between the local government, fertilizer producers, and farmer cooperatives, resulting in slow decision-making and recurrent delivery delays. National analyses have shown similar inefficiencies, with weak coordination, limited monitoring, and high logistics costs significantly reducing operational efficiency (Arodha, 2024; Marhaeni et al., 2024). In addition, the Audit Board of Indonesia (BPK, 2022) reported substantial financial inefficiencies in the national fertilizer subsidy program between 2020 and 2022, primarily due to manual administrative processes and poor data integration. Strengthening digital monitoring and institutional coordination could improve distribution efficiency and reduce administrative losses in Garut.

Adequacy

Adequacy assesses whether the fertilizer subsidy program sufficiently meets farmers' actual needs. In Garut, many farmers reported receiving fertilizer quantities below the requested amounts, forcing them to purchase non-subsidized fertilizer at market prices. This undermines the policy's affordability objective. Similar findings have been identified nationally, where smallholders cultivating less than 0.5 hectares often receive less than half of their fertilizer

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needs, indicating limited adequacy of allocation (Putri et al., 2024; Rachman & Sudaryanto, 2010). Persistent scarcity and uneven distribution reflect inadequate coordination between central and local governments and weaknesses in quota adjustment and monitoring systems (Marhaeni et al., 2024). Improving real-time allocation data and quota planning would be necessary to ensure sufficient and consistent supply across all farmer groups.

Equity

Equity concerns fairness in benefit distribution and access across different farmer groups. Evidence from Garut highlights disparities between farmers in urban and remote sub-districts, especially in southern areas where long transportation distances, fewer kiosks, and limited infrastructure constrain access. These results align with national studies showing that logistical barriers and distribution network gaps create unequal access to subsidized inputs (Evand et al., 2019). Moreover, informal brokerage and elite capture in fertilizer allocation can distort fair outcomes and disadvantage smallholder farmers (Marhaeni et al., 2024; Rachman & Sudaryanto, 2010). To enhance equity, local governments must expand distribution networks to remote areas, strengthen transparency, and include farmer associations in allocation decisions.

Responsiveness

Responsiveness reflects how effectively authorities address implementation problems and adapt to changing farmer needs. Although Garut's Agriculture Office has formal feedback mechanisms, farmers reported that complaint handling and reallocation processes remain slow and bureaucratic. Similar issues at the national level have been observed, where limited use of digital complaint systems reduces policy adaptability (Arodha, 2024; Sudaryanto, 2014). Implementing mobile-based grievance systems and real-time digital dashboards could improve responsiveness by enabling faster feedback loops and corrective action. Additionally, involving farmer groups in monitoring and evaluation would enhance accountability and ensure that policies remain responsive to field realities.

Accuracy

Accuracy concerns how precisely the policy targets its intended beneficiaries and needs. Despite improvements through the electronic *Rencana Definitif Kebutuhan Kelompok* (e-RDKK) system, inaccuracies persist. Some registered farmers fail to receive their full allocations, while others outside the eligible list obtain subsidized fertilizer due to data errors or administrative loopholes. This mirrors findings that outdated farmer databases, weak data validation, and inconsistent synchronization between local and central systems undermine targeting accuracy (Badan Pemeriksa Keuangan, 2022; Marhaeni et al., 2024). Improving data governance through regular audits, GIS-based mapping, and transparent verification mechanisms is essential to ensure accurate targeting and minimize resource leakage.

Integrated Policy Implications

The Garut case reflects systemic governance weaknesses in Indonesia's fertilizer subsidy policy. Studies highlight that inefficiencies such as fragmented distribution, fiscal rigidities, and outdated monitoring systems contribute to recurring shortages and misallocations (Arodha, 2024; Organisation for Economic Co-operation and Development, 2025). Therefore, reform should move

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beyond administrative adjustment toward comprehensive system restructuring. Key priorities include modernizing fertilizer data systems, integrating digital traceability, increasing coordination between central and local agencies, and institutionalizing farmer participation in allocation decisions. Such reforms will align policy objectives with field realities and support sustainable agricultural productivity.

Policy Recommendations

Based on the analysis above, several key policy actions are recommended. First, enhance data governance and transparency by integrating the e-RDKK with real-time digital dashboards and conducting regular audits. Second, improve efficiency by digitalizing fertilizer distribution, optimizing logistics, and clarifying bureaucratic roles. Third, strengthen adequacy and equity by adjusting allocations to match local demand and prioritizing delivery for remote and marginalized regions. Fourth, increase responsiveness by introducing mobile grievance systems and participatory monitoring. Finally, ensure accuracy and accountability through transparent reporting and independent verification (Badan Pemeriksa Keuangan, 2022; Organisation for Economic Co-operation and Development, 2025; Putri et al., 2024). Implementing these measures would make Indonesia's fertilizer subsidy policy more efficient, equitable, and sustainable in achieving food security and rural welfare.

Conclusion

The evaluation of the Subsidized Fertilizer Distribution Policy in Garut Regency, as regulated under Regent Regulation No. 876 of 2013, reveals that while the policy has supported agricultural productivity, its overall implementation remains suboptimal. Using Dunn's six evaluation indicators, the study identified persistent issues of inaccurate data, uneven distribution, and weak coordination among stakeholders. Efficiency is hindered by bureaucratic complexity and logistical constraints, while adequacy and equity are compromised by insufficient fertilizer allocations and unequal access, particularly in remote areas. The government's responsiveness to farmer complaints remains limited, and the accuracy of beneficiary targeting through the *e-RDKK* system requires substantial improvement. To enhance policy performance, reforms should focus on strengthening data governance, simplifying distribution processes, improving transparency, and increasing farmer participation in monitoring and evaluation. Such efforts are essential to ensure that fertilizer subsidies effectively reach their intended beneficiaries and contribute to sustainable agricultural governance and food security.

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