

Implementation of Bulog Rice Procurement Policy to Realize Food Security Bulog Office DIVRE SULTRA

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ABSTRACT

This research aims to describe the Implementation of Bulog Rice Procurement Policy to Realize Food Security (Study at BULOG DIVRE SULTRA Public Office). The research method used in this study is qualitative approach, data collection technique used by the author is to conduct interviews, observations, and documentation with descriptive analysis techniques that describe the true phenomenon of events in the field with that suggests the success of a policy is influenced by inter-organizational relationships, characteristics and capabilities of implementing agents, organizational resources, and environmental conditions. The results of this study show that the Implementation of Bulog Rice Procurement Policy to Realize Resilience has been sufficiently implemented to the maximum. However, there are also some obstacles that hinder the implementation of this policy so that rice procurement has not reached the target set by the central BULOG Public Office.

Keywords: Policy Implementation; Rice Procurement; Food Security

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Introduction

In accordance with the mandate of Presidential Instruction No. 5 of 2015 concerning policies for the procurement of grain/rice and distribution of rice by the government, which is the embodiment of government intervention in national rice to strengthen food security. Broadly speaking, the Presidential Instruction states that in implementing the policy for the procurement of grain/rice through the purchase of domestic grain/rice, the HPP (Government Purchase Price) has been set. Then a policy was also set to maintain the stability of domestic rice prices. So far, HPP security has been carried out by Perum BULOG through the purchase of domestic grain/rice, especially during the main harvest. Following the development of unstable production, the absorption of the government through domestic procurement by Perum BULOG is one of the important things. Abundant supply, especially during the harvest season, resulted in a marketed surplus in the market that needed absorption. The success of Perum BULOG in collecting stock from HPP security helps in strengthening the national rice stock, also helps increase the income of millions of farmers scattered in various places in the country while at the same time encouraging stability in rice prices (Arundhati et al., 2019; Hakim, 2015; Nasikh, 2018).

The main point of policy implementation is how to understand what should happen after a policy is formulated (Elmore, 1979; O'Toole, 2000). Policy implementation is defined as the implementation of activities and refers to the guidelines that have been set so that every policy that has been implemented can have an impact on the community and contribute to overcoming the problems that are the targets of

the policy (Honig, 2006). The formulation of the rice procurement policy is in the public's spotlight whether the policy implementation process can be implemented or not. In the implementation of rice procurement, there are still problems that arise in the process of implementing rice procurement policies at this time. In the implementation of rice procurement, there are still problems that arise in the process of implementing rice procurement policies at this time. Rice refinery entrepreneurs who are not willing to sell their rice to BULOG because the price offered is much cheaper than the market price, prefer to sell their rice to retailers or to other regions. If BULOG is unable to buy rice from the rice refinery entrepreneur, the rice storage warehouse will be in danger of being empty and BULOG will not have rice stock.

The vacancy of the BULOG warehouse will cause problems in the distribution of Rastra social assistance. BULOG has to wait for rice shipments from regions with rice surpluses such as West Java, Central Java, East Java, and South Sulawesi to fulfill the distribution of Raskin. Although the local community will still receive the rastra social assistance from BULOG, there will be a time delay in its distribution. This resulted in Perum BULOG DIVRE SULTRA not succeeding in receiving local procured rice. Thus, it can be seen that the procurement of BULOG's grain/rice greatly affects the resilience of supplies to meet the distribution of Raskin rice, natural disasters, and market operations for price stabilization. Furthermore, the performance of resources in this company has not been maximized. One of the reasons is the limited number of employees. In this case, all implementers at Perum BULOG already have their respective duties and functions. However, due to the limited number of employees, it becomes an obstacle to the process of implementing the policy so that it requires good management.

Thus, the human resources in the implementation of the policy for the procurement of grain or rice from Perum BULOG DIVRE SULTRA are inadequate. According to the researcher, as stated by the Head of the BULOG Langsa Sub-Division, Langsa City is an interesting research object to study. Therefore, to the researchers' knowledge, the BULOG DIVRE SULTRA has never been scientifically researched regarding the procurement of grain/rice. So this research needs to be researched to add a new scientific repertoire. By reviewing the procurement of grain/rice at Perum BULOG DIVRE SULTRA, it is hoped that it can be a representation of the state of BULOG in other cities. Therefore, researchers are interested in studying the procurement of grain/rice BULOG DIVRE SULTRA

Methods

This type of research is descriptive qualitative research. This research is field research to obtain data, researchers use several methods including Interviews, Document, and observation (Moleong, 2007). The data sources in this study are primary data and secondary data. Qualitative methods put more emphasis on observing phenomena and more research into the substance of the meaning of these phenomena. The analysis and sharpness of qualitative research are greatly affected by the strength of the words and sentences used (Creswell, 2016). Therefore, Concludes that the focus of qualitative research is on the process and the meaning of the results. Qualitative research attention is more focused on human elements, objects, and institutions, as well as the relationship or interaction between these elements, in an effort to understand an event, behavior, or phenomenon (Basri, 2014).

Results and Discussion

Intergovernmental Relations Organization Bulog Rice Procurement Policy Implementation

Relationships between organizations are one of the factors that greatly influence the success of a policy. The form of coordination, communication, and cooperation between organizations or agencies is very necessary for achieving the goals and objectives of a policy. A good communication relationship will result in a good implementation as well. Consistency of policy objectives, division of functions between agencies, standardization of planning procedures, and accuracy of communication are indicators of the

creation of a relationship between internal and external organizations. Based on these indicators, it can also be seen whether the relationship between the implementers' organizations is good or not. In this case, BULOG as the executor ordered by the government to carry out inter-organizational relations with public and private institutions including the agricultural service, business partners, TNI, and retailers. In every communication relationship, coordination, and interaction carried out by BULOG with other agencies, of course, they have different views.

The pattern of relationships between related agencies and work partners occurs when BULOG selects work partners who will sell their rice to BULOG then coordinates with the procurement, public service, and analysis & market sections regarding rice quality standards and the purchase price of rice. From interviews that have been conducted with informants that the coordination and communication relationship between BULOG DIVRE SULTRA and work partners is good, this can be seen from BULOG and work partners always coordinating regarding the purchase price of rice. This is in accordance with what was said by one of the rice mill entrepreneurs, Mr. Ihsan, the owner of the KP. Brilliant: "Until now, there has never been a problem with my communication with BULOG. Alhamdulillah, we always coordinate about the price of rice in the market" (Ihsan Interview, 22 December 2020). This statement is supported by statements from Mr. Khaidir and Mrs. Hj. Asnawi: "My communication with BULOG is going well. I also often coordinate with BULOG regarding the price of rice" (Interview with Khaidir, 22 December 2020). "The communication so far has been fine. If I want to sell rice to BULOG, I always ask about the current price of rice" (Asnawi Interview, 22 December 2020).

Table 2 Report of Partner Selection Data

No	Rice Milling name	Owner's Name
01	KP. Sumber Tani	H. Aklali Budiman
02	KP. Budi Rahayu	Hajarul Aswat
03	KP. Ananda Dagang Kita	Arief Fadillah
04	KP. Gunung Mas	M. Yunus
05	KP. Semangat (AJP)	H.M Yusuf Ali

Source: Perum BULOG DUVRE SULTRA

The selection of partners is carried out so that rice millers who are partners of Perum BULOG DIVRE SULTRA can enter into direct contracts with BULOG. Based on the data obtained by the researcher, the BULOG DIVRE SULTRA work contract with partners is carried out for 30 calendar days and can be extended once for a maximum of 7 calendar days by submitting a written application for an extension before the validity period of the sale and purchase agreement ends. If before the agreed time limit expires and the partner states that he cannot complete all or part of the quantum of rice to BULOG, then the partner will be subject to a fine of 0.25% of the remaining quantum that is not realized. In accordance with observations made by researchers that BULOG has communicated and coordinated with partners well. When the researchers made observations, it was seen that BULOG came to work partners to socialize the purchase price of rice.

In addition, BULOG employees also toured the rice mill environment and saw the quality of the rice produced by each partner. Apart from working partners, Perum BULOG also conducts relations with other implementers to the agricultural service. From interviews that have been conducted with informants that relations between organizations in the implementation of rice procurement policies have been going well, this is evidenced by the coordination meeting of implementors in discussing BULOG's rice procurement policies. This meeting is also a coordination meeting attended by other implementers such as partners, the agricultural service, and the TNI.

Characteristics and Abilities Implementing Agencies

The characteristics and capabilities of implementing agents are closely related to the performance of implementing a policy. In carrying out policy implementation, there should be a definite and appropriate policy implementation mechanism. The characteristics and abilities to implement agents relate to the extent to which a policy can achieve its objectives, as well as how implementors perform their technical and managerial skills in implementing a policy. Based on the observations of researchers in the field regarding the characteristics and abilities to implement agents, the managerial abilities of employees at Perum BULOG DIVRE SULTRA are not appropriate. This happens because of the lack of employees in the agency so that it is not optimal in coordinating and controlling every activity in the procurement of BULOG rice to realize food security.

However, even though human resources are inadequate, implementors are already responsible for carrying out their duties as policy implementers. This can be seen when the head of the procurement, public service, and analysis & market sub-diver of Perum BULOG DIVRE SULTRA came to the rice refinery entrepreneur to coordinate on the price of rice. The lack of employees in Perum BULOG DIVRE SULTRA which makes the managerial abilities of employees not optimal can be seen from the number of employees who are not qualified. It can be seen from the minimum number of employees as evidenced by the number of employee data of Perum BULOG DIVRE SULTRA as attached. Basically, every implementor must have good technical skills and managerial abilities so that policies can be implemented properly as well. The employees of Perum BULOG are considered to have qualified in education. The educational level of several employees comes from undergraduate, only a few employees come from high school graduates.

In rice procurement, BULOG performs technical and managerial skills by conducting special education and training on rice procurement techniques held by the central BULOG office. This training is carried out so that employees have a learning process that makes each employee have skills and concepts and can develop competence and work productivity. This is in accordance with what the Head of the Procurement Section, Mr. Muhammad Syarul, SE said: "Technical and managerial skills in the procurement of rice from Perum BULOG are obtained from special pieces of training in the form of training or by going directly to the field guided by applicable internal and external rules" (Safran Interview, 23 December 2020). This is in accordance with the statement of the Head of the Administration and Finance section, Mrs. Mulyani: "technical and managerial skills in rice procurement from Perum BULOG have been obtained through education and training provided by the central BULOG and based on experience after being directly involved in rice procurement activities in DIVRE SULTRA" (Interview, 23 December 2020).

In making decisions, it is the director (central leadership) who determines the target for rice procurement to each head of the regional division. Then, the head of the division is the one who makes the decision in distributing the target of rice procurement to each sub-diver. The head of the division coordinates all the heads of the sub-driver and gives orders to each head of the division. Then, the head of the subdivide is the person who controls and makes decisions over his territory. The head of the sub-diver gives orders for the issuance of goods, receipt of goods, spending money, as well as task orders to employees (office work).

Organizational Resources

Resources are one of the most important factors to support success in implementing a policy. That policy implementation needs support from both human resources (human resources) and non-human resources (non-human resources), Resources refer to how much financial support and human resources to implement a program or policy (Meter & Horn, 1975). The process of implementing a policy must be accompanied by regular and significant-good control over the resources owned by an organization or institution so that the implementation of the policy can run effectively and efficiently. The elements of organizational resources are divided into human resources, financial resources, and equipment resources. These elements are related to each other so as to form a structured system in the scheme of implementing

a policy. Humans are actors who implement and maintain a policy so that it can run according to what is desired, finance as a means to improve the quality of human resources and meet needs during the policy implementation process, and facilities that include supporting facilities and infrastructure used to realize the policy.

Human resource factors (HR) have a very important role in realizing a policy because no matter how good a policy system is designed in such a way if it turns out that human resources in an organization or institution do not have a sense of responsibility and are inconsistent in carrying out the rules in the implementation of the policy, there will be many problems and problems that threaten the stability of the implementation of the policy which will lead to the implementation of the policy not being optimal. The human resources involved in the procurement of BULOG rice to achieve resilience are all parties within the BULOG internal company itself and external parties from the BULOG company itself. The internal and external parties involved in the procurement of rice at Perum BULOG consist of the procurement team, work partners, retailers, TNI, and BRI.

Table 2. Data on Equipment for BULOG Divre Southeast Sulawesi in the Implementation of Rice Procurement

No	Information	Units	Status
01	Warehouse Office	15	Worthy
02	RMP & Dryer Building	15	Worthy
03	RMP Mesin engine	15	Worthy
04	GBB Seuriget	15	Worthy
05	PQC	15	Worthy
06	Drying Floor EX UPGB	15	Worthy
07	Trellis and Grounding	15	Worthy
08	Sentimental Scales	168	70% Worthy

Source: Bulog Divre Sultra

Environmental Conditions

From the results of observations that have been made by researchers related to environmental conditions, it can be seen that there is a structure for the division of main tasks and functions carried out by staff related to rice procurement. In this case, the section that handles rice procurement is the section on Procurement, Public Services, and Analysis & Markets, but still, all fields and the Head of the Subdivre are also responsible for the implementation of this rice procurement policy. To carry out this policy BULOG carries out the duties of each field related to the policy. Because there is already a field segmentation that really focuses on running the program. In the process of policy sharing, BULOG DIVRE SULTRA is only the operationalization of policies that have been set by the central government. Mr. syarul as Head of Procurement Section, Public Service of Perum BULOG Divre Sultra also explained:

The structure of policy sharing with the implementors involved in the implementation of the BULOG rice procurement to realize food security in the SULTRA DIVRE working area, which is influenced by central policies from both the government and the BULOG head office, but for technical smoothness in carrying out procurement activities, it is carried out well by the Head of the Subdivre. supported by the procurement work unit team." (Safran Interview, 23 December 2020). The pattern of policy sharing is top-down, where work units with lower positions in the organizational structure only follow policies that have been determined by units with higher positions. In the process of determining policies at BULOG, DIVRE SULTRA is in accordance with existing procedures because it is determined directly by the Head of DIVRE. However, the operational and technical processes in the field involve related elements such as the procurement and finance department of BULOG DIVRE SULTRA. Food sufficiency is currently a very important indicator in order to create food security that is well available and adequate in nutrition and

able to support community activities. BULOG in this case becomes a very important implementor to implement rice to the community.

This can be seen from the interview by Mr. Muhammad Syarul, S.E. as head of the Procurement section. "Food is currently very sufficient, especially in terms of rice, we distribute rice to each community through various programs so that people can receive rice well" (interview, 23 December 2020). The same thing was also said by Mr. Wawan as the Head of the South Sulawesi Divre Warehouse "Currently we are trying to increase the stock of rice supplies in each warehouse so that the community is fulfilled in terms of current food supplies" (interview, December 23, 2020). Then the head of the BULOG warehouse recounted that: "The stock of rice in the Bulog warehouse is currently quite safe because it is sufficient to meet the needs of the community" (interview, 23 December 2020). So in this case BULOG always strives to continue to provide sufficient food availability for the community. Implementation of the food itself so that it can be a good thing for the community. Then it can also be seen BULOG rice supplies in the following table:

Table 3. Rice Inventory of BULOG DIVRE SULTRA

Rice Supply and Distribution	BULOG Rice Supplies	
	Stock of Goods	Amount
Procurement	-	959,550,0000
Farmer Purchase	51. 840.000	51. 840.000
Import from outside	8.893.0000	8.893.0000
Move Regional in	38.226.652	38.226.652
Distribution	29.054.620	29.054.620
Move National In	12.000.000	12.000.000
First stock	11.754.402	11.754.402
Last stock	454.193.000	454.193.000

Source: Bulog Divre Sultra

It can be seen in terms of fulfilling rice stocks, BULOG is trying as much as possible so that rice can be available and sufficient for the community. Is a way to get food well and easily. In this case, it can provide food quickly to the community without any delays in the process of distributing the food itself. It can be seen from the interview with Mr. Muhammad Syarul, S.E as the head of the Procurement Division who said that: "We have done everything we can to access food so that people can get good food. We have issued various programs so that access to food can be easily obtained" (interview, 23 December 2020). The same thing was also said by Mr. Wawan as the Head of the Southeast Sulawesi Divre warehouse that "We do well to provide food to the community, seeing what the conditions in the field are like and people can easily get food" (interview, 23 December 2020).

From this, it can be seen that BULOG in this case is quite good at providing access to food to the community. Access to food is carried out properly so that the community is sufficient in obtaining food. Then from that, there are obstacles where in terms of meeting food each community is different in consumption patterns. It can be seen from the interview with Mr. Muhammad Syarul as the head of procurement who said that: "People do have different consumption patterns, so in terms of procuring rice, we choose some rice that fits the current consumption pattern, there are people who don't like Ciliwung rice or there are people who don't like super rice" (interview, 23 December 2020) So that in terms of fulfilling food BULOG is currently trying to adapt to the consumption patterns of each community where people are different in terms of consumption.

Conclusion

The implementation of the Bulog Rice Procurement policy is quite good, judging from the form of coordination between the implementers of the rice procurement policy, it is quite good. This indicator

includes inter-organizational relationships intended for employees in one agency at Perum BULOG DIVRE SULTRA, inter-agency implementor relationships. The relationship between the implementers has been going quite well, which is where there are regular meetings held by Perum BULOG DIVRE SULTRA. Then includes tennis and managerial skills as well as the ability of implementers to control and coordinate a policy process that will be implemented. The skills needed by implementers have been facilitated by special pieces of training held by the central BULOG. In organizational resources, there are three things that include resources including human resources, resources for supporting facilities, and financial resources that support success in the implementation of rice procurement.

Then includes an environmental condition that affects the factors of whether an implementation of the BULOG rice procurement policy can run well in accordance with the regulations that have been formulated by the government or there are obstacles and obstacles when the implementation of the rice procurement is carried out. Even though the implementation process has been running, there must be obstacles that must be faced when a policy program is carried out, especially from the rice mill entrepreneurs themselves who are not willing to sell their rice to BULOG because the price is much lower than the market price. Food security in terms of food security is currently fulfilling food, in this case BULOG always strives to continue to provide sufficient food availability for the community. The implementation of the food itself so that it can be a good thing for the community BULOG seeks to adapt to the consumption patterns of each community where people are different in terms of consumption.

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