Implementation of the Rice Supply and Food Price Stabilisation Policy (SPHP) in Balikpapan City, Indonesia

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Abstract. This research aims to analyse the implementation of the food supply and price stabilisation policy through the distribution of SPHP Rice in Balikpapan City, and the inhibiting and supporting factors for its implementation. This type of research is qualitative, using descriptive methods to observe phenomena and produce descriptive data in narrative form directly. Based on research on the implementation of the food supply and price stabilisation policy through the distribution of SPHP rice, the study concludes that the policy addresses communication challenges, particularly in conveying information to shop employees and the general public, despite authorities' use of various socialisation methods. Competent human resources and adequate equipment support the implementation of this policy, though budget constraints, especially in the transportation sector, pose obstacles. The actors demonstrate a strong commitment to implementing the program and are active in outreach, monitoring, and law enforcement. A straightforward and well-coordinated bureaucratic structure, supported by inter-agency collaboration, ensures the program runs smoothly. To increase policy effectiveness, improvements in reporting mechanisms, more efficient resource allocation, and increased awareness and compliance with policies are needed.

Keywords: Implementation; Policy; Distribution of SPHP.

INTRODUCTION

Indonesia is highly vulnerable to various types. Based on the values of Pancasila and the principles of the 1945 Constitution of the Republic of Indonesia, all Indonesians are committed to increasing prosperity and welfare in a fair and equitable manner through integrated, targeted, and sustainable national development. The fulfilment of food needs is identified as a fundamental human right, necessary for the development of quality human resources in both material and spiritual terms. The state is responsible for securing and making food affordable, and for ensuring sufficient, safe, quality, and nutritionally balanced food consumption at all levels, both national and regional, and for its even distribution throughout Indonesia. This effort involves utilising natural resources, effective institutional structures, and local cultural richness to achieve sustainable development goals.

Law No. 18 of 2012 concerning Food serves as the legal basis for the implementation of food, which covers aspects such as Food planning, Food availability, Food affordability, Food consumption and nutrition, Food safety, Food labelling and advertising, supervision, Food information systems, Food research and development, Food institutions, community participation, and provision. Thus, this Law establishes a comprehensive legal framework to regulate various aspects of the Indonesian food system [1].

Rice, as one of the staple food commodities consumed by the majority of the Indonesian population, accounts for 5.20% (five point twenty per cent) of total expenditure and 25.87% (twenty five point eighty seven per cent) of total spending for low-income households. Rice contributes an inflation weight of 3.33% (three point thirty-three per cent) in 2022. Rice in the 2022 Balikpapan City Consumer Price Index Weighting Diagram has the highest weight for the food group,

namely 3.4236. Changes in rice prices greatly affect the inflation rate in Balikpapan City.

According to data from the Balikpapan City Central Statistics Agency, rice was the commodity that contributed the highest to inflation, with a fivefold increase from January to September 2023. This commodity significantly impacts the movement of the consumer price index in Balikpapan City. Therefore, the government needs to take steps to maintain rice supply and stabilise prices at the consumer level through the management of the Government Rice Reserve.

The East Kalimantan and North Kalimantan Regional Offices of BULOG distributed Government Rice Reserves for KPSH in 2022 and SPHP in 2023 in Balikpapan City, with the following realisations in kg [2]: 1,766,810 in 2022 and 2,497,870 until July 2023. The data show that the number of realisations of the SPHP rice distribution by BULOG in 2023 increased sharply. In the first semester of 2023, the number of SPHP Rice distributions exceeded the total for 2022. In addition to SPHP rice, there is also medium rice, for which data from the Market Monitoring System and the Staple Goods (SP2KP) of the Ministry of Trade show that the price of medium rice in Balikpapan City remains above the set Highest Retail Price (HET). In fact, the price difference continues to increase from month to month, even though Perum BULOG Kanwil Kaltimra has implemented the distribution of KPSH/SPHP rice as a Government instrument; this shows that the policy of Stabilising Food Supply and Prices through SPHP Rice Distribution has not prevented or overcome price fluctuations in medium rice in Balikpapan City, in accordance with the set HET.

In addition, based on Social Media searches, many shops/sellers are still found selling SPHP Rice that does not comply with the provisions of the National Food Agency Regulation NO. 15 of 2022; this is likely due to the public not receiving clear information on the provisions for selling SPHP Rice. Based on these problems, this study was conducted to determine the Implementation of the Food Supply and Price Stabilisation Policy through the Distribution of SPHP Rice in Balikpapan City, as well as to determine the factors that support and hinder the Implementation of the Food Supply and Price Stabilisation Policy through the Distribution of SPHP Rice in Balikpapan City.

METHODS

This research is a qualitative study using descriptive methods. This study focuses on the implementation of supply and price stabilisation policies through the distribution of SPHP rice in Balikpapan City. It analyses them using the George C. Edward III model. The data collected in this study include primary data from direct interviews with relevant parties, as well as secondary data from literature reviews, including books, regulations, journals, newspapers, and appropriate online media. Data collection techniques include observation, interviews, and documentation.

RESULTS AND DISCUSSION

Based on the results of research conducted in accordance with George C. Edward III's approach, it is stated that four key variables influence the success of a policy, namely:

1) Communication. According to the authors of Edward III [5], policies are communicated within organisations and/or to the public by considering three indicators: transmission, clarity, and consistency. In implementing the policy to stabilise food supplies and prices through the distribution of SPHP rice in Balikpapan City, the communication aspect plays a crucial role. The success of policy implementation depends heavily on the effectiveness of communication among all parties involved. The following is a discussion of the research based on several identified communication elements, namely:

1.1) Transmission. Based on Edward III's theory [5], effective policy transmission to field implementers is key to effective implementation. Field research indicates that policies such as the National Food Agency of the Republic of Indonesia Regulation No. 15 of 2022 have been transmitted by BULOG, the Food Service, the Balikpapan City Trade Service, and the Balikpapan Police Food Task Force through various methods such as direct outreach, social media, banners, and communication in traditional markets. However, they have not been fully effective because rice prices in the market remain above the HET (Figure 2), indicating gaps in reaching all levels of implementers, especially at the shop employee or market trader level [6].

Based on the description above, the Balikpapan City Government has not yet achieved optimal information transmission in implementing the

SPHP rice distribution policy, as outlined by Edward III and Grindle. There is an uneven distribution of policy information at all levels of implementation, particularly among shopkeepers and market traders. To improve implementation effectiveness, increased inter-agency coordination, the use of information technology for real-time monitoring, and strategic adjustments and improvements in the quality of the resources involved are needed. These corrective measures are expected to help achieve the goals of more effective price stabilisation and food supply.

1.2) Clarity. According to Edward III [5], clarity in communication is crucial to avoid misunderstandings that could disrupt policy implementation. Field research indicates that the socialisation of the SPHP policy in Balikpapan was conducted clearly and on target. According to the Supply Chain and Public Service Manager of Perum BULOG Kaltimra, the organisation conveyed information through various media, including mass media, direct socialisation, and Customer Service. The Assistant Manager of Public Service of the BULOG Regional Offices of East Kalimantan and North Kalimantan added that the office used direct meetings to convey information to policymakers and business actors. The Head of the Balikpapan City Trade Office confirmed that various related parties conducted the socialisation in accordance with their respective authorities. The Balikpapan Police Food Task Force noted that the socialisation was carried out by the Food Service, the Trade Service, and BULOG during field monitoring [7].

Relating this aspect of clarity to Grindle's theory [8]: Clear communication in the SPHP policy ensures that the interests of the target groups, namely market traders and consumers, are well understood. With precise and targeted socialisation, the policy's benefits, such as stabilising rice prices and increasing rice accessibility for the community, can be more readily felt by the target groups. Furthermore, clarity in information helps ensure that all parties involved understand the policy's objectives and work toward the same goal. Therefore, this study concludes that the clarity of SPHP policy communication in Balikpapan aligns with Edward III's view, as policy implementers understand their roles and responsibilities. Precise and targeted socialisation ensures that all parties involved understand the policy's interests and benefits. This clarity helps policymakers and implementers overcome obstacles in policy implementation, such as miscommunication and non-compliance, thereby enabling them to achieve price stabilisation and improved rice accessibility more easily.

1.3) Consistency. According to Edward III [5], consistency is an essential element in policy communication to avoid confusion when implementing the policy. Research results in Balikpapan show that consistency in implementing the SPHP policy is achieved through strong coordination among the government, business actors, and the community. Coordination is carried out periodically through socialisation across various media, direct meetings, and Customer Service. The Supply Chain and Public Service Manager of the BULOG Regional Offices of East Kalimantan and North Kalimantan stated that the office consistently conveys information on SPHP activities, sales locations, and performance. The Head of the Balikpapan City Trade Office emphasised that the socialisation involves relevant parties in accordance with their respective authorities. The Balikpapan Police Food Task Force stated that the Food Office, the Trade Office, and BULOG carried out the socialisation during field monitoring.

Grindle's theory [8] suggests that consistency in communication and coordination of SPHP policies is closely related to policy content and environmental variables. Clarity and consistency in communication ensure that the interests of target groups are understood, reduce the risk of conflicts of interest, and facilitate smoother policy implementation. In conclusion, consistency in SPHP policy implementation in Balikpapan aligns with Edward III's opinion. Consistent coordination, clear communication, and regular reporting ensure policy implementation is well-executed. By increasing consistency, the positive impacts of SPHP policies are expected to be felt more evenly by the community, particularly in stabilising food prices and supplies.

2) Resource. According to Edward III in [9], resource factors play a crucial role in policy implementation, including human resources, budget, equipment, and authority. The following is a discussion of these factors in the context of implementing the Food Supply and Price Stabilisation (SPHP) policy in Balikpapan:

2.1) Human Resources. Edward III emphasised that successful policy implementation depends not only on clear instructions but also on the availability of adequate human resources. Based on interviews with several sources, the research-

ers conclude that the available human resources are sufficient to implement the SPHP policy in Balikpapan. Overall, the current structure and number of personnel are considered effective in carrying out their duties in enforcing the SPHP policy in Balikpapan.

According to Grindle's theory [8], the resource aspect is crucial to policy implementation. In the context of the Food Supply and Price Stabilisation (SPHP) policy in Balikpapan, the primary focus is on human resources. Employees from Perum BULOG, the Trade Office, and the Balikpapan Police Food Task Force are deemed sufficient in number and competence. However, the Food Task Force team relies on supervisory procedures without specialised training. Adequate structures and personnel across relevant agencies ensure efficient and effective policy implementation at the local level.

In conclusion, the availability of adequate human resources is a crucial foundation for implementing the SPHP policy in Balikpapan. With an effective organisational structure and competent personnel, the agency can achieve the goal of stabilising food prices and supplies. Efforts are needed to ensure that human resources remain trained and empowered to face future challenges.

2.2) Budget Resources. Edward III [9] highlighted that budget constraints can affect the quality of public services and the success of policies. In implementing the Food Supply and Price Stabilisation (SPHP) policy in Balikpapan, the available budget covers only transportation for monitoring and outreach. The outreach budget is taken from the Regional Logistics Agency (BULOG) of East Kalimantan and North Kalimantan without a specific allocation from the Balikpapan City Regional Budget (APBD), which hampers outreach efforts to traders and the public. The agency uses transportation funds from the deconcentration fund four times per year, although it needs to increase this frequency to support better monitoring.

The study results indicate that despite budget constraints in the Balikpapan City Regional Budget (APBD), implementing agencies did not significantly hamper SPHP monitoring. Within Grindle's theoretical framework [8], budget availability directly influences policy implementation. Although limited budget allocations restrict broader dissemination, implementing agencies have maintained effective monitoring. Steps are needed to increase the budget allocation within the Balikpapan City Regional Budget

(APBD), particularly for policy dissemination to traders and the public. Thus, efforts to improve the effectiveness of SPHP policy implementation, including stabilising food prices and supplies, can be carried out more efficiently through adequate and adjusted budget support.

2.3) Equipment Resources. Edward III in [9] stated that equipment resources, such as buildings, land, and other facilities, facilitate policy implementation. Based on interviews with various sources, existing equipment facilities are considered adequate and effective in supporting the implementation of the SPHP policy. For example, at the State Logistics Agency (BULOG), the Supply Chain and Public Service Manager for the East Kalimantan and North Kalimantan Regional Offices emphasised that the storage, distribution, information, and monitoring facilities are adequate. However, they require routine maintenance to maintain their quality. Similarly, banners displayed at business kiosks are considered sufficient for disseminating the SPHP policy to the Balikpapan community. This media is deemed necessary to support the understanding and acceptance of the policy.

In Grindle's theory [8], equipment resources play a crucial role in supporting policy implementation. Storage and distribution facilities operated by Perum BULOG, as well as socialisation media such as banners at kiosks, contribute to monitoring and disseminating the SPHP policy to the public. Therefore, adequate equipment resources are a key factor in supporting the effective implementation of the SPHP policy in Balikpapan. In conclusion, routine maintenance and further development of these equipment facilities are expected to improve the efficiency of policy implementation. Using effective social media, such as banners, is expected to strengthen public understanding of the SPHP policy and help achieve the goals of stabilising food prices and local food supplies.

2.4) Authority Resources. Authority is a crucial resource for successful policy implementation. In the context of the Food Supply and Price Stabilisation (SPHP) policy in Balikpapan, authority is reflected in the cooperation, communication, and enforcement actions undertaken by various policy actors. For example, regarding collaboration and communication, the Supply Chain and Public Service Manager of the BULOG Regional Offices of East Kalimantan and North Kalimantan emphasised the importance of strong cooperation

with local governments and relevant agencies to monitor and take action against violations. This collaboration ensures efficient implementation of the SPHP policy. Regarding enforcement, BULOG halts supplies to non-compliant partners or retailers, while the Food Service also issues verbal warnings and re-education when violations occur. Although no specific regulations govern these actions, the relevant authorities demonstrate and exercise their power to enforce the policy through various methods.

According to Grindle's theory [8], authority resources refer to policy actors' ability to make decisions and implement policies within their respective areas of responsibility. In implementing the SPHP policy in Balikpapan, this authority is reflected in the effectiveness of cross-agency cooperation and enforcement against policy violations. Although there are still shortcomings in the specific enforcement arrangements, policy actors can use their authority to ensure compliance with the policy. In conclusion, adequate authority resources have supported the successful implementation of the SPHP policy in Balikpapan. Good cooperation between agencies and various enforcement methods has enabled policy actors to carry out their duties effectively. Further development of enforcement arrangements is needed to improve compliance and efficiency in achieving the goals of price stabilisation and food supply.

3) Disposition. The research findings indicate that the actors' disposition in implementing the Food Supply and Price Stabilisation (SPHP) policy in Balikpapan demonstrates a high level of commitment. Implementers, including BULOG and DP3 staff, have shown strong commitment to implementing the program. They actively participated in outreach, monitoring, evaluation, and coordination, even forming a special team to ensure the effectiveness of policy outreach. Firm action was taken against business actors who violated the rules, demonstrating a firm resolve to maintain discipline. Although violations, such as the Sale of rice above the Highest Retail Price (HET), persisted, outreach and monitoring efforts improved policy implementation. Transparency and inter-agency coordination were seen as key factors in ensuring the effectiveness of SPHP policy monitoring and enforcement.

According to Grindle's theory [8], disposition refers to the attitudes, commitments, and motivations of actors involved in policy implementation.

The dispositions of actors in the SPHP policy in Balikpapan reflect a strong commitment and consistency in action, as well as ongoing efforts to improve policy implementation. With this strong disposition, the implementing actors are expected to make the SPHP policy more effective in achieving the goal of stabilising food supply and prices in the region. Therefore, this study concludes that actors implementing the SPHP policy in Balikpapan demonstrate strong commitment and carry out various activities to ensure the program's success. Active involvement, consistency in action, and a focus on continuous improvement are the main characteristics of the dispositions possessed by policy implementers.

4) Bureaucratic Structure. Research shows that a clear, well-coordinated bureaucratic structure is crucial for implementing the Food Supply and Price Stabilisation (SPHP) policy. This structure involves various parties with clearly defined roles and responsibilities, including BULOG as the implementing agency, Bapanas as the policymaker, the Food Agency, the Food Task Force, and other relevant agencies as supervisors. Effective coordination among them, supported by oversight from the criminal investigation unit within the Food Task Force, ensures the program's smooth implementation.

Grindle's theory [8] emphasises that a good bureaucratic structure encompasses the organisation and governance involved in policy implementation. In the context of the SPHP, a clear bureaucratic structure is key to ensuring the program's success. Good collaboration among various parties, supported by well-communicated Standard Operating Procedures (SOPs), ensures that activities are carried out in accordance with procedures and policy objectives. Regular meetings, field visits, and periodic coordination are practices that support effective collaboration within the bureaucratic structure. Therefore, the study concludes that a well-structured bureaucracy provides an essential foundation for efficiently and effectively implementing the SPHP policy; this ensures that the program can deliver maximum benefits to the community in achieving the goal of stabilising food supply and prices.

The implementation of the Food Supply and Price Stabilisation (SPHP) policy is influenced by supporting and inhibiting factors. These supporting factors include:

1) consistent communication and coordination;

2) outreach and education;

3) improved reporting mechanisms;

4) commitment to law enforcement.

Overall, the identified supporting factors in the implementation of the SPHP policy in Balikpapan City indicate that the synergy between consistent communication, effective outreach and education, the use of technology in reporting, and a commitment to law enforcement are key to the policy's success. Good integration between these various elements not only improves operational efficiency but also strengthens the policy's legitimacy in the eyes of the public and businesses. To maintain the sustainability and effectiveness of the SPHP policy, ongoing efforts to optimise and improve each of these supporting factors are necessary [10].

In addition to supporting factors, several inhibiting factors also affect the implementation of the Food Supply and Price Stabilisation (SPHP) policy in Balikpapan City, and the relevant authorities need to address them to improve the policy's effectiveness. These inhibiting factors include:

1) Challenges in routine reporting;

2) inappropriate forms of punishment;

3) limited resources;

4) non-compliance by relevant parties.

The identified inhibiting factors in implementing the SPHP policy represent challenges that need to be addressed to increase its effectiveness. By addressing these inhibiting factors, the implementation of the SPHP policy in Balikpapan City can be more effective in achieving its goals of stabilising food prices and supplies. These steps are crucial to strengthening public support and ensuring the policy's sustainability and effectiveness.

CONCLUSIONS

The implementation of the Food Supply and Price Stabilisation (SPHP) policy in Balikpapan City demonstrates a strong commitment from policy actors, such as BULOG and the Food Agency, despite challenges in communication, resources, disposition, and bureaucratic structure. Communication challenges, particularly in transmitting information to store employees and the general public, require improved reporting mechanisms and the use of information technology. Competent human resources support policy

implementation, but budget constraints, particularly in transportation, pose a significant obstacle. The disposition of policy implementers demonstrates a strong commitment to implementing the program, despite persistent violations such as the Sale of rice above the Highest Retail Price (HET). A clear, well-coordinated bureaucratic structure, supported by collaboration among relevant agencies and regular meetings and field visits, ensures a stable food supply and prices. Improvements in each of these elements are expected to improve the effectiveness and efficiency of SPHP policy implementation in Balikpapan City.

Overall, the implementation of the Food Supply and Price Stabilisation (SPHP) policy in Balikpapan City demonstrates a strong commitment to maintaining food market stability through consistent communication, outreach, and education; the use of information technology for real-time monitoring; and law enforcement. Despite challenges such as inconsistent punishments, limited resources, and non-compliance by relevant parties, these measures have resulted in a clear framework and increased understanding and compliance with the SPHP policy. By continuing to address these inhibiting factors, it is hoped that the SPHP policy can be more effective in promoting the welfare of the Balikpapan City community through price stabilisation and sustainable food supply.

Based on the research results, the implementation of the Food Supply and Price Stabilisation (SPHP) policy through the distribution of SPHP rice in Balikpapan City appears to be suboptimal. Several problems identified include the lack of continuous reporting from the BULOG Regional Offices of East Kalimantan and North Kalimantan to relevant parties, the continued presence of numerous violations and distribution discrepancies by retailers, and the lack of specific outreach to the public. To increase effectiveness, the relevant authorities should improve reporting mechanisms, evaluate penalty structures for rule violations, allocate more resources to outreach and field monitoring, and enhance inter-agency coordination. In addition, it is essential to consider the price structure when determining the Highest Retail Price to minimise price disparity with commercial rice. By implementing these suggestions, it is hoped that the SPHP policy can be improved, thereby supporting price stability and food supply more effectively in Balikpapan City.

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