

Implementation of Beef Self-Support Program at the Department of Food Security and Livestock of North Sumatra Province

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Abstract

The purpose of this study was to describe the implementation of the beef self-sufficiency program at the Department of Food Security and Livestock in North Sumatra Province. This study uses the Van Meter and Van Horn theory covering standards and policy objectives, resources, communication, characteristics implementing agents, implementor dispositions, and social, economic and political conditions. The method used is a descriptive method with a qualitative approach. Data collection techniques in this study using interview techniques, observation and documentation. The results show that the implementation of the Beef Self-Sufficiency Program in North Sumatra has been effective, namely an increase in the cattle population for several years starting from 2013 to 2017, this is in accordance with the production achievement target of the Food and Animal Husbandry Service of North Sumatra Province which wants to increase production achievements beef from year to year. However, the implementation of the Beef Self-Sufficiency program in North Sumatra province is still ineffective because of the lack of cooperation between related agencies, then as the target of this program, this program assistance has not been distributed to various farming communities. The inaccessibility of the location of breeders and the lack of field technical officers are still major factors inhibiting the implementation of this program.

Keywords

public policy; program implementation; beef self-sufficiency



I. Introduction

Meat is one of the food needs of the Indonesian people as a source of animal protein that supports the fulfillment of nutrition and community productivity. According to the Regulation of the Minister of Agriculture of the Republic of Indonesia No. 19/Permentan/OT.140/2/2014 concerning General Guidelines for the 2014 Self-Sufficiency Program, it is explained that to achieve beef self-sufficiency, a beef self-sufficiency program is needed. The meat needs of the Indonesian people are quite high as well as the meat needs of the people of North Sumatra.

Medan City is one of the provinces in North Sumatra with an area of 72,981.23 Km which is the province with the fourth largest population in Indonesia. Density of population is one of the factors that can increase beef consumption. But unfortunately, the increase in beef consumption is not proportional to the availability of beef from local farmers and still depends on beef imports from several countries. The demand for beef in North Sumatra cannot be matched by the availability of meat.

Table 1. Beef Availability Conditions in North Sumatra in 2013 – 2017 (Tons)

No	Description	Year				
		2013	2014	2015	2016	2017
1	Availability	18.345,97	24.111	24.543,10	22.394	26.862,27
2	Needs	25.187	28.652	24.252	24.252	24.539,1
3	Surplus/Deficit	(6.840)	(4.241)	291,3	(1.858)	2.392,2

Source: *The strategic plan DKPP 2019-2023*

Based on table 1, it can be seen that in a period of 5 years, namely from 2013 to 2017 the condition of the availability of beef experienced a deficit of 3 years, namely from 2013, 2014 and 2016, the surplus of beef availability took place in 2015 and 2017 but in 2015 only surplus 291.3 Tons. Therefore, Beef Self-Sufficiency is enforced in the province of North Sumatra to maintain a deficit in beef availability for the consumption needs of the people of North Sumatra.

The Department of Animal Husbandry and Animal Health of North Sumatra Province has the task of carrying out regional government affairs/provincial authorities in the fields of livestock facilities and infrastructure, livestock cultivation, animal health and husbandry business development as well as assistance tasks. In carrying out this task, the Department of Animal Husbandry and Animal Health of North Sumatra Province has the following vision: The realization of Sustainable and Competitive Food Self-Sufficiency towards a Healthy, Independent and Prosperous Society. Through the Governor of North Sumatra Regulation No. 25 of 2009 concerning the development of the Food Self-Sufficiency Movement and Food Self-Sufficiency, the government through the Food Security Service of North Sumatra Province has implemented the Beef Self-Sufficiency Program as a measure to fulfill food security policies. The concept of self-sufficiency in beef is the availability of at least 90 percent of beef for consumption which is supplied from domestic cattle, namely breeders from various regions in North Sumatra, while the remaining 10 percent is met through imports, both in the form of feeder cattle and frozen beef.

The Beef Self-Sufficiency Program has several main activities to support the success of the program, which consist of: First, the provision of local feeder beef through the development of local cattle breeding/fattening businesses, the development of fertilizers and biogas, the development of livestock integration, and the empowerment of improving the quality of slaughterhouse. Second, increasing productivity and reproduction through Artificial Insemination, providing and developing animal feed and overcoming reproductive disorders. Third, the prevention of slaughtering productive female cattle. Fourth, provision of local cattle breeds and regulation of domestic beef stocks.

The achievement of a program depends on the implementation of the program by an agency. Van Meter and Van Horn (in Agustino 2006) define "implementation as actions taken either by individuals or officials or government or private groups directed at achieving the goals that have been outlined in policy decisions". The policy implementation model from Van Meter and Van Horn (in Subarsono, 2005), sets six variables that are believed to be able to influence policy implementation and performance, namely; policy standards and objectives, implementation resources, inter-organizational relations (communication), characteristics of implementing agents, disposition of implementors, and social, economic, and political conditions.

In the beef self-sufficiency program running in North Sumatra, there are several problems. The vast territory of North Sumatra which consists of 25 regencies and 8 cities makes North Sumatra have a wider working area with limited human resources. The absence of regional division of tasks by the Food Security Service and North Sumatra Province made the program unable to run properly due to a lack of control and supervision for farmers. Then the existence of supporting infrastructure becomes important in the midst of the Beef Self-Sufficiency program to succeed in the main activities of Artificial Insemination such as the provision of raw cement in accordance with the Indonesian National Standard (SNI), namely Liquid Nitrogen, plastic sheets, gloves, and hormones as well as human resources and funding. Given the importance of the main activities of artificial insemination to increase the amount of cattle population in North Sumatra, but it is still not balanced with the assistance provided by the government regarding the implementation of artificial insemination.

There is still a lack of knowledge owned by breeders regarding the main activities described above, such as the implementation of artificial insemination, prohibition of slaughtering or slaughtering female livestock, and there are still many farmers who sell their livestock to slaughterhouses that are still in their fertile period to be slaughtered because limited capital of breeders and do not have information about credit facilities from financial institutions or difficulties in obtaining credit facilities. Marketing is a process of planning and execution, starting from the conception stage, pricing, promotion, to the distribution of goods, ideas and services, to make exchanges that satisfy the individual and his institutions (Dianto in Asmuni et al, 2020). According to Tjiptono in Marlizar (2020) marketing performance is a function that has the greatest contact with the external environment, even though the company only has limited control over the company's environment. In the world of marketing, consumers are assets that must be maintained and maintained their existence in order to remain consistent with the products we produce (Romdonny and Rosmadi, 2019). The livestock marketing system is not efficient and has not been fair so that it has not been able to encourage the enthusiasm for entrepreneurship for breeders. Because many of the farmers who sell their livestock to agents and get a relatively small selling price compared to the selling price of livestock in the market, the welfare of farmers is still not optimal. The development of animal husbandry and animal health in North Sumatra Province has not fully implemented the livestock agribusiness system approach and the national animal health system. This is caused by many factors, especially the main actors in animal husbandry and animal health in this area, most of whom are smallholder breeders / small breeders who have limitations such as the lack of information obtained from farmers, the level of education of farmers, lack of socialization provided by the government and so on. which is a weakness factor for farmers.

II. Research Method

In this study using descriptive research methods with a qualitative approach. This focuses on the problems of existing phenomena and is able to describe well the facts in the field so that researchers can provide information in accordance with the facts. According to Arifin (2012:140) qualitative method is a research procedure that is carried out naturally in accordance with conditions that occur in the field without any engineering and the type of data collected is descriptive data. According to Sugiyono (2010:15) explains that the descriptive method is a method in examining the status of a group of people an object, condition, system of thought or events in the present. Sugiyono (2009:225) when viewed from the data source, then the data collection can use primary data sources and secondary

data sources. Primary data collection techniques were carried out through interviews and observations, while secondary data collection techniques were carried out through documentation and literature study.

To facilitate understanding, the researcher will determine the informants in his research by using purposive sampling. Purposive Sampling (Sugiyono, 2011:96) is a sampling technique based on certain considerations based on meeting information needs. Research informants are employees at the Department of Food Security and Livestock of North Sumatra Province as the person in charge and people who are directly involved in the beef self-sufficiency program such as breeders, beef traders, and beef consumers.

III. Results and Discussion

Implementation is the most important point in showing the level of success of a program or policy. Implementation is defined as actions taken either by individuals or officials or by a government or private group aimed at achieving the goals that have been outlined in policy decisions (Van Meter and Van Horn, in Wahab 2004:65). The problem regarding the market's inability to meet the public consumption needs for beef causes disruption of prices circulating in the market. Then the number of female cattle slaughtered due to lack of knowledge of farmers is one of the factors triggering the lack of beef production, especially in North Sumatra. Whereas North Sumatra has several areas that have high potential for cattle rearing because they meet forage feed. Female cows that are devoted to the breeding process should not be slaughtered in order to facilitate the reproductive process so as to increase the number of cattle commodities.

Table 2. The Development of Average Beef Prices in North Sumatra in 2017-2021

Commodity	2017	2018	2019	2020	2021
Beef	113.735	115.100	117.750	118.200	141.000

Source: National Strategic Food Price Information Center, 2021

Based on table 2, the price of beef in North Sumatra from 2017 to 2021 always increases. The price was triggered by the high demand for beef consumption for the people of North Sumatra and the lack of availability of beef stock. To overcome the problem of stock availability to meet public demand, the government imports meat. Imports of meat are carried out in order to support national meat needs and will continue to increase in line with the increase in people's income and demand for such meat. However, the longer Indonesia has a higher dependence on imports, to overcome the number of imports and fulfill the demand for beef stocks, beef self-sufficiency is the government's solution to the above problems.

To increase the beef self-sufficiency program, the Department of Food Security and Livestock created the UPSUS SIWAB activity which aims to accelerate the target of fulfilling the domestic beef cattle population. In the UPSUS SIWAB program activities, the North Sumatra Province Food and Livestock Security Service in 2018 provided livestock assistance to farmers who are members of farmer groups in North Sumatra province.

Table 3. North Sumatra Province Livestock Aid Recipients

No	Regency/ City	Number of Groups	Total Help	Help Type
1	Langkat	41	328	Cattle
2	Binjai	7	56	Cattle
3	Pakpak Barat	1	8	Cattle
4	Deli Serdang	21	168	Cattle
5	Serdang Berdagai	12	96	Cattle
6	Tebing Tinggi	3	24	Cattle
7	Pematang Siantar	2	16	Cattle
8	Simalungun	36	288	Cattle
9	Batu Bara	4	32	Cattle
10	Asahan	11	88	Cattle
11	Labuhan Batu Utara	11	88	Cattle
12	Labuhan Batu Utara	14	112	Cattle
13	Labuhan Batu Selatan	20	160	Cattle
14	Padang Lawas Utara	13	104	Cattle
15	Tapanuli Selatan	17	136	Cattle
16	Padang Sidempuan	1	8	Cattle
17	Mandailing	20	160	Cattle
18	Tapanuli Tengah	3	24	Cattle
19	Humbang Hasudutan	2	16	Cattle
20	Toba Samosir	2	16	Cattle
21	Karo	8	64	Cattle
22	Dairi	1	8	Cattle

Source: DKPP strategic plan document 2019-2023

In table 3, the Department of Food Security and Livestock of North Sumatra province provides assistance to farmer groups in the same sub-district. The cattle assistance provided by the Department of Food Security and Livestock of North Sumatra province is 8 cattle per group. Each group of farmers in North Sumatra who received assistance was different in number. The number of livestock assistance provided by the Department of Food Security and Livestock of North Sumatra Province to several areas based on potential areas. If the district or city is included in a potential area for livestock development, the Food and Livestock Security Service will provide more assistance compared to other areas because it has the potential to develop livestock and has sufficient forage for livestock development.

To measure the success of implementing the beef self-sufficiency program at the Department of Food Security and Livestock, North Sumatra Province, the researchers used the model proposed by Van Meter and Van Horn. This model was chosen because the variables of this implementation model can comprehensively explain the process of implementing the beef self-sufficiency program at Department of Food Security and Livestock of North Sumatra Province. The variables of this implementation model are policy standards and targets, resources, inter-organizational relations (communication), characteristics of implementing agents, disposition of implementors, and social, economic and political conditions.

Standards and policy objectives, for the standard implementation of the beef self-sufficiency program itself has been regulated in the Minister of Agriculture Regulation no.

19 of 2010 concerning guidelines for implementing the beef self-sufficiency program, the implementor of the beef self-sufficiency program itself is carried out by the Department of Food Security and Livestock of North Sumatra Province. The implementation of beef self-sufficiency from policy implementers still does not meet the operational standards of the guidelines in the implementation of beef self-sufficiency, which are stated in the General Guidelines for the 2014 Beef Self-Sufficiency Program No. 19/Permentan/OT.140/2/10909. The policy targets of this program have not been fully met because there are still farmers who slaughter their livestock because they need money, farmers must delay the slaughter of local cattle until they reach the maximum slaughter weight and are prohibited from slaughtering female cattle to increase beef production. However, there are also breeders who have complied with the policy of this program, namely by performing artificial insemination, namely inserting thawed and processed semen from male cattle which aims to accelerate pregnancy in livestock and increase beef production.

Resources, Policy implementation needs the support of human resources, asset and capital resources, as well as financial resources. Human resources at the Department of Food Security and Livestock of North Sumatra Province regarding the implementation of the beef self-sufficiency program are still inadequate because it is seen from the breadth of the target area for implementing the beef self-sufficiency program in North Sumatra and the many areas that have the potential to need further guidance to support the implementation of the beef self-sufficiency program. The assets and capital resources owned are quite good. Various existing facilities and infrastructure are felt to be adequate. Facilities and infrastructure that are still lacking will be repaired or procured according to the situation. The Food Security and Livestock Service Office obtains financial resources through the Regional Revenue and Expenditure Budget (APBD) and the State Revenue and Expenditure Budget (APBN). Then to assist farmers in meeting capital and the need for expanding their business in raising livestock, a farmer cooperative is provided as a place to borrow business funds for capital fulfillment or it can be through banking financial institutions that provide business assistance loans.

Inter-organizational relations (communication), The communication between the Department of Food Security and Livestock of North Sumatra Province in overcoming the problem of the beef self-sufficiency program is considered to be going well. The involvement of other agencies, namely the Governor of North Sumatra and the technical implementation units of the city, sub-district and district as well as other organizations such as Specialist Animal Husbandry Extension (PPS) and Field Animal Husbandry Extension (PPL) as well as scholars building villages in the beef self-sufficiency program must be maintained because this shows that the high taste The agency's concern for the North Sumatra region is to achieve beef self-sufficiency. Then the socialization carried out by the Department of Food Security and Livestock should be further improved in the implementation of the SIWAB (Mandatory Pregnant Cattle) program. This is so that some livestock assistance can be put to good use and the agricultural insurance system (SIAP) can be used by farmers properly without any complaints about not understanding technology.

Characteristics of implementing agents, The Department of Food Security and Livestock of North Sumatra Province in implementing the beef self-sufficiency program is carried out by the livestock sector and the animal health division and then assisted by the performance of farmers in supporting the implementation of the beef self-sufficiency program. The Livestock sector and the health division play a role in carrying out several activities for the implementation of the beef self-sufficiency program including, UPSUS

SIWAB activities, namely female cows are not allowed to be slaughtered and are required to be pregnant, to accelerate reproduction, stimulant injections are carried out so that the cows can conceive faster, namely insemination injections. artificial, assistance of 2500 livestock to farmer groups in various regions and socialization of SIAP (agricultural insurance information system) as an effort to minimize various risks in agricultural business.

Disposition of implementors, the attitude of the implementers of the beef self-sufficiency program in the province of North Sumatra, in this case the Department of Food Security and Livestock, has carried out the program optimally. In this case, the implementers of this policy are aware of their duties and responsibilities as implementers of the beef self-sufficiency program and must also continue to improve the program by creating various new breakthrough activities in order to achieve program objectives. This shows that the commitment of the implementers in carrying out the beef self-sufficiency program has gone well.

Social, economic and political conditions, the social and economic conditions of farmers in the beef self-sufficiency program are not good because of the lack of adequate funds owned by farmers and the ignorance of farmers in increasing their business. If the breeders are having difficulties in terms of lack of capital and finance, the farmers immediately sell their livestock regardless of the gender of the livestock, then there is a lack of information on the breeders in non-bank financial institutions that already exist to increase the business of the breeders and the insurance that has been provided by the government in reducing the risks faced by farmers. Therefore, in the implementation of the beef self-sufficiency program, political elites and other agencies must be involved in order to help the program achieve its goals. The more support provided, the more enthusiastic the implementers are in achieving program goals. Implementers will have a sense of responsibility for the programs they have so that they can be carried out according to the standards and abilities of the implementers. Full support must also involve the community to reduce the dependence on imported beef and consume local beef.

IV. Conclusion

The implementation of the beef self-sufficiency program at the Department of Food Security and Livestock of North Sumatra Province as a whole is still not optimal. Standards and implementation of policies are still not going well, the implementation of the beef self-sufficiency program is still not able to meet the operational standards of the guidelines for implementing beef self-sufficiency and the policy objectives of this program have not been fully achieved. Human resources in the implementation of the beef self-sufficiency program are still lacking, but in terms of asset resources and financial resources it is considered quite good because they come from the Regional Revenue and Expenditure Budget (APBD) and the State Revenue and Expenditure Budget (APBN). Relations between organizations (communication) have been going well and smoothly through the involvement of the governor of North Sumatra, city, sub-district and district technical implementing units as well as other organizations such as Specialist Animal Husbandry Extension (PPS) and Field Animal Husbandry Extension (PPL). The characteristics of the implementing agency are quite good because every party involved in the beef self-sufficiency program knows their duties and supports the success of the program. The disposition of the implementers in the beef self-sufficiency program has been going well in line with the implementers who have carried out their duties and responsibilities, but still needs to be improved for the success of this program. Social and

economic conditions in the beef self-sufficiency program still need more attention due to the unstable economic condition, farmers still have to sell cattle even though they do not meet cattle standards such as gender and age before being sold. For this reason, it is necessary to support the political elite and other agencies in the success of the beef self-sufficiency program in order to reduce beef imports.

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