



The implementation of prohibition policy on rice field land for conversion in Sigi Regency

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Abstract

This paper intends to identify the implementation of prohibition policy on rice field land for conversion in Sigi Regency. This paper is based on a descriptive qualitative research where the primer data were collected through observation and in-depth interviews with informants and the secondary data were collected through documentation technique by doing documents investigation related to this research. The results of this research disclosed that four importance factors were not conducted optimally. The aspect of communication in the implementation of prohibition policy on rice field land for conversion was not optimal because the socialisation of central government, which related to the department to the policy implementer in level of related region. Unfortunately, the department was not fully understood individually or in groups by authorised official due to the substance of the prohibition, such as: requirements, administrative sanctions, criminal matters or even civil matters. Furthermore, on the aspect of implementer recourses, the research has also identified in the category of good, except the area of financial and infrastructure resources. Meanwhile, disposition aspect regarding to the sincerity of the policy implementer was not conducted optimally; it proved by the high conversion of rice field land to another type use of land. Finally, on the aspect of bureaucratic structure that focusing on job descriptions and standard operational procedures to the implementer as well as to the society, the aspect of bureaucratic structure was being identified by this research in the category of clear, nevertheless, still not conducted optimally in the field.

Key words: Communication, resource, disposition and bureaucratic structure.

Introduction

The main aspect in ensuring the right of societies' food^{24, 27, 30} particularly rice is the availability of rice fields. Rice fields as part of food agricultural land has several roles and functions to the agrarian society of Indonesia¹. The strategic role and function of rice fields is as one of producer of employment and the guarantor of the availability of basic need of society¹. Rice fields are a unique source because the number is not increased but the need of land for other interest increased year by year. The increase caused by the pressure of population growth 1.4% per year, the competition of land using such as housing needs, industry and infrastructure development^{25, 27, 28} and the expansion of area of province and regency^{1, 2}.

The high pressure and the competition to the other uses of land indicate open conversion of rice fields². The rate of rice field land conversion in period of 1979-1999 is 2.9 million hectares (ha) or the conversion is 110 thousand hectares per year^{2, 3}. The conversion of rice field land for the other uses in period of 1999-2002 is 330 thousand hectares, with the average rate similar to data in period of 1979-1999, 110 thousand hectares per year^{2, 3}. As the effect, there is 7.7 million hectares productive land of rice fields^{2, 3}. The level of production each year is only 4.6 ton of paddy while the minimum need to secure the national food is 11 million and the

maximum is 15 million hectare^{4, 5}. Constitution number 41 of the 2009 about the protection of agricultural land of sustainable food²¹⁻²³ was enacted by the government based on the role and the function as well as the high pressure and the competition to the use of agricultural food land and the lack attention of government. As the manifestation of the government's seriousness, government regulation number 1 of the 2011 was released. The law is about the conversion of agricultural land of sustainable food, where article 35 clause (1) affirmed land that has been designated as agricultural land of sustainable food is protected and it is forbidden to be converted, meanwhile article 35 clause (2) stated that the conversion can be conducted by government or local government in order to provide land for the sake of public interest or if there is disaster^{4, 5}.

Nevertheless, the importance of prohibition of land conversion has not been applied in Sigi Regency. As the results, the decrease of extensive rice fields' trend in 2014 according to statistic data^{4, 5}. The data showed that in 2011 to 2012 the extension was 3552 hectares and in 2012 to 2013 was 888 hectares^{4, 5}. The high percentage of the decrease of rice field area is caused by the lack of restriction and determination of land conversion that is in detail loaded in the local regulation. The non-availability of these

regulations was confirmed by the secretary of spatial planning coordinating agency and the head of mineral and energy resource. Stakeholders mostly do not understand the substance of the determination and the prohibition of conversion optimally as mandated in Constitution number 41 of the 2009 and Government Regulation of the 2011. The above mentioned arguments become the baseline for the researchers to conduct this research in specific and in depth as well as to identify the reasons why the implementation of conversion prohibition is not done optimally in Sigi Regency.

Concept of the Policies Implementation

Policies implementation is one of the essential stages in the policy cycle^{7,8,20}. Therefore, the policies implementation can be started if the objectives and the goals detailed in form of action programmes and some funds have been allocated to materialise the objectives and the targets^{7,8,20}. This is the basic requirements for the implementation of any public policy. Without these conditions, it may be said in any public policy or political rhetoric may just a political slogan⁹⁻¹¹.

The successful policies implementation of programmes in terms of three factors⁶⁻⁸ are: a) the perspective of compliance measured by the implementers apparatus⁶⁻⁸, b) the successful implementation measured through the fluency of routines and the lack of problems⁶⁻⁸, and c) the successful implementation leads to the satisfactory performance of all parties, especially the group of beneficiaries program⁶⁻⁸.

Essential resource includes the right staff with the necessary expertise; sufficient and relevant information on how to implement the policy and the adjustments to anyone involved in the implementation of the policy; authority to ensure that this policy is done with the intent and the purpose; and a range of facilities (referred buildings, equipment, land and inventories)^{13,30,31} and, the most important is budget availability in it for public services interest^{13,26,32}. The attitude of the implementer is the third important factor in the process of public policy implementation^{6,7,29}. If the implementation of the policy is expected to be effective, then the implementer are expected to not only know about what to do but own capacity to carry it out. They are also expected to have the desire and the tendency of positive attitude to implement the policy^{7,13,20}. Although the resources in order to implement the policies have been sufficient and the implementer realizes what to do and willing to do it, but the process of policy implementation obstructed by the inefficiency of bureaucratic structure¹⁵⁻¹⁷. The fragmentation of organization is able to obstruct the coordination needed to the success of policy implementation¹⁸⁻²⁰. Well coordination involving many people is required in implementing the policies.

Research Methods

This research is classified as qualitative descriptive research based on the character of the problem and research objectives. This research intends to describe the focus, the symptom, the condition or the phenomenon related to the implementation of the prohibition policy of sustainable rice fields' conversion in Sigi Regency. The approach used is qualitative research.

Focus and description of research focus: Focus of this research can be described as follows:

1. Communication. It relates to the socialization of the prohibition on rice field conversion to the implementer of policy in Sigi Regency from central government, either in form of direct speech to the implementer/stakeholder as well as in the form of instructions/written by the central government to each relevant institutions.
2. Resource. It refers to the availability of implementer resource, budget, and infrastructure in the prohibition of rice field conversion.
3. Disposition. It refers to the attitude or commitment to implement well content out of the prohibition of conversion.
4. Bureaucratic structure. It relates to the description of task division between stake holders involved and further manifested in the form of Standard Operating Procedures (SOP) of prohibition conversion of rice fields land.

Research informants: The informants in this research are presented in Table 1.

Table 1. Identification of the informants as primary data sources.

Informant classification	Informant
Internal informant	Secretary of Spatial Planning Coordinating Agency Sigi Regency, Head of Spatial Public Works Service, Sigi Regency.
External informant	Head of Commission II, Secretary of Commission II and Specialized Staff of Commission II, Regional House of Representatives of Sigi.

Technique of data analysis: Stages of data analysis technique of qualitative research consisted of three grooves activities^{12,14}, namely: data reduction, data display/data presentation and conclusion: drawing/verifying or conclusion^{12,14}.

Results and Discussion

Data of statistic department in Sigi Regency 2014 for the conversion and expansion among 2010, 2011, 2012, and 2013 revealed that the extensive rice fieldland in 2010 was 37,691 ha and turn into 39,515 ha in 2011, it means that the increase of extensive land is 1824 ha. However, in line with the development of its rapid construction in Sigi Regency, the growth rate of rice field land area cannot be maintained anymore because the extensive land of rice fields in 2011 was 39,515 ha and decrease in 2012 35,961 ha. Therefore, the conversion in 2012 was 3552 ha. The decrease of rice field conversion in 2013 was 35,075 ha out of 35,916 ha in 2012. It is caused the decrease of conversion in other area around 888 ha. The total conversion of other was 440 ha if the data combined between 2012 and 2013. This research revealed that some factors assumed as the cause of high conversion. Four factors are being considered as the contributors for the growth of conversion, there are communication, resource, disposition and bureaucratic structure.

Communication factor: Communication by all means is between apparatus of government from the central to region and among stake holders in local government. Communication between the apparatus of bureaucrats is the main factor determines the success in achieving goals of public policy implementation. Communication will be effective, if the responsible officers realize the tasks clearly, accurately, and consistently. Comprehending the importance of communication in the implementation of policies for the

sustainability protection of agricultural land sustainable food is very important, especially on the establishment and the prohibition of conversion.

Staff of Spatial Planning Coordinating Agency in Sigi Regency expresses that communication is very important specially if the implementation of the policy become a responsibility of many parties, such as the implementation of the prohibition of conversion. We have done coordination as the realization of communication among our work unit through the Spatial Planning Coordinating Agency, and we have prevented the conversion of fertile land to be used for another uses.

The head of spatial Public Works Service and Settlement and Regional Infrastructure expressed that the most influential thing for the success of the implementation of conversion prohibition is a good communication between involved internal officers in SKPD. Public works service particularly in department of spatial has been conducted the prohibition of conversion of fertile land. The worst scenario was the defeasance of running construction. Confirmation of condition of civil and criminal penalties by staff of Spatial Planning Coordinating Agency in Sigi Regency: I have no idea about the condition of conversion or the civil and criminal penalties to individual or bureaucrat who recommend the conversion. Therefore, I look for internet about the Constitution number 41 of the 2009 due to the protection of agricultural land. The result of interview of the head of Commission II DPRD Sigi Regency in connection with the importance of regulation of the determination of conversion prohibition revealed that the prohibition of conversion as one of the implementation of sustainable food land protection in form of local regulation has been no longer processed by us, it was from 2014. The local regulation mentioned before has not been a product of Regional House of Representative (DPRD) which own law affirmation nowadays. On the other hand, there is an aspect of unfulfilled condition; it is draft and academic eligibility we entrusted to team of Tadulako University but the result have not been delivered to council. There are many stakeholders involved in the implementation of rice fields protection, therefore, it is a problem when a communication is not organized well.

Based on the information obtained through informant, it can be understood that communication factor especially about the comprehending and the follow-up of regulation in terms of local regulation due to the prohibition of conversion is not maximal yet. The fact that several informants have not understand about the condition of conversion and civil and criminal penalties to those who are breaking the rules revealed that the indication was affected by the lack of socialization effort of related department in the central government to local government. Another effect was caused by the slow responds of DPRD in following up the conversion in form of local regulation as law protection to forbid the conversion. It was considered as triggers of the high rate of reserved conversion in Sigi Regency.

Resources: The unavailability of human resource, infrastructure, and budget is very decisive in the implementation of policy. Related to the need of the availability of human resource, infrastructure, and budget, the interview result of staff of spatial planning coordinating agency showed that the availability of executive officers or apparatus who have the ability within scope of spatial planning coordinating is adequate because it is supported by the

experienced representative of working units (SPKD). Therefore, the permit of producing the recommendation due to the utilization of space is very comprehensive. We adjust the budget based on the ability of an area even though it can be added particularly if there is meeting and monitoring on the spot. The same thing for the infrastructure, we consider several office and service vehicles need to be repaired.

To identify the picture of resource of Regional House of Representatives, the availability of budget, and infrastructure, the interview result of secretary of commission II DPRD Sigi Regency showed that human resource of member of Regional House of Representatives especially in commission II is considered as adequate. Particularly, it is seen through their educational background and their organizational experience before become the member of DPRD. Indeed, we need to learn through some regions that considered success even though sometimes we obstructed by budgeting factor especially to improve the frequency of study tour to area that is success in terms of conversion. The office building of DPRD of Sigi is still in status of using agriculture department.

The result of interview stated that the implementation of policy would not be effective if it is not supported by resources such as the adequate number of skillful staff, authority that guarantees the application of the policy and it is implemented to be the objective and target of policy, supportive facilities including infrastructure, adequate budget, adequate information, and relevant instruction of the implementation of policy. The role of resource in supporting the implementation of policy of conversion prohibition seen through aspect of apparatus source, budget, and infrastructure that is adequate. It is based on the empiric findings and theoretical study. The improvement of quantity and quality is still needed in terms of maximizing real need out of the achievement of objective and policy of sustainable conversion protection to keep the availability of the sustainability of rice field all the time.

Disposition factor (the attitude of the implementing agency):

Disposition or the behavior of the implementer is related to their commitment to a policy. Commitment of behavior or attitude is one of important aspect to guarantee that the implementation of the policy will run well. The interview result of staff of spatial planning coordinating agency Sigi Regency revealed that our commitment as the implementer of the policy in protecting the rice field related to the conversion is not optimal yet. There are some people who keep building their house or business place and carry out the construction permit after it is finished. As the officers we cannot bear to displace the societies building that already existed. As the result we provide the permission on the less productive land.

To confirm the commitment further, the legislator in Sigi Regency about the effort of DPRD to produce several local regulations related to the determination and the prohibition of conversion. The interview result of the head of commission II DPRD showed that local regulation regarding to the prohibition of conversion to another uses has been discuss rapidly in Commission II in field of agriculture. Unfortunately, we have not come to local regulation that owned legal force. As matter of fact, to actualize the local regulation that we consider representative we have made several discussions and visit the technical department of agriculture to

ask for feedback and guidance due to the plan of local regulation that we already set since 2014.

Factor of bureaucratic structure: The supports of bureaucratic structure mainly in the application of SOP and the division of responsibilities in each activity units in program of the development of conversion prohibition are unavoidable. Basically the goal of a program can be achieved if the standard of the division of responsibility has been determined to conduct activities. To identify the standard and the division of the responsibility of each works unit of rice fields protection, the interview result of staff of spatial planning coordinating agency: The SOP of Standard implementation of structuring strategies of Regency areas including the conversion is completed as well as the institution or related department. The standard operational procedure for the conversion on BKPR that is the procedure of licenses granting of IMP is structured well. We have to admit that the implementation on the spot is not optimal yet. We have not insert the new regulation in Constitution number 41 of the 2009 about the protection of sustainable agricultural food land and several derivatives of the laws.

The same narrative expressed by the head of spatial planning coordinating agency of public works service: Land use and the conversion has accommodated well in SOP, whether it is steps of permission IMB, IPPT, permit granting of any location, licensing principal that is very clear and complete stated in SOP. Sometimes we find obstacle in the implementation of SOP because people build their building before managing the construction permission. Related to the relationship patterns between legislative of DPRD and executive/spatial planning coordinating agency and relevant department in draft of local regulation due to the prohibition of conversion, the head of commission II DPRD Sigi Regency stated that: DPRD, particularly commission II in designing the local regulation about the prohibition of conversion of agricultural food land and rice fields is sometimes inviting related department to discuss technical or substantive problem that is in accordance with agricultural sector. It aims to ease the process of the implementation of local regulation. The relationship of relevant department not only at field of legislation but it is in the discoveries on the spot as discovered in agricultural field.

Based on the information above, it can be understood that bureaucrat structure in the protection development program of rice field land, where the prohibition of the land is one of aspect of protection has been patterned based on the standard of clear responsibility distribution. The standard is very complex organizationally and geographically. It caused the ineffective of conversion implementation of rice field land to other uses. The relevant department is not fully understood the regulation of the law related to the prohibition of land conversion as an impact of lack communication from the relevant department to the other department. It is also affected by DPRD and Regent that does not publish the local and regent regulation that particularly in accordance with the conversion of rice field land.

Conclusions

There are four elements that essential to take into consideration in implementing a policy. Firstly, on the aspect of communication, which, have not been applied optimally due to lack of socialisation of the central government/relevant department and they are not

fully understand the terms, the civil, and the criminal penalties to an individual, group, or government official who break the rules of rice fields conversion. Incomplete understanding of the implementer is also due to the lack of local and regents' regulation related to the prohibition of rice fields land conversion as mandated in Constitution number 41 of the 2009. Secondly, on the matter of resource officer in implementing the policy is well enough, but the budget and infrastructure resource needs to be added particularly budget to held meeting as well as the official vehicle for the monitoring requirements in the field. Thirdly, the disposition factor or commitment of the implementer in field or DPRD and Regent in facing the prohibition of rice fields land conversion is not optimal yet. It can be identified through the high rate of rice fields land conversion to another uses that has no local and regent regulation regarding to the prohibition of rice fields land conversion. Finally, the bureaucratic structure, especially the availability of Standard Operating Procedures (SOP) has been described well based on the authority of each relevant authorities, so that people who want to get the service understands the procedures clearly. The relationship between Parliament and the Regent/related agencies has been patterned well in terms of local regulation arrangement or problems due to the implementation of local regulation in fields.

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