

THE SUSTAINABLE CROPLAND PROTECTION IN THE PERSPECTIVE OF POLICY IMPLEMENTATION IN KARAWANG REGENCY

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Abstract

This research studies and analyzes various problems in the implementation of sustainable cropland protection in Karawang Regency. The assumption is that the process of sustainable cropland protection as the program from central government implemented in the region is intended to prevent the cropland conversion through the implementation of government service and community development. Descriptive method with qualitative approach was used in this research in which the data collection technique was implemented through interview, observation, and document study. The qualitative methodology was used to make researcher act as the research instrument by collecting and interpreting every data and informant, based on the setting of sustainable cropland protection and conducting in-depth interview to informant related to content and context of the policy. Therefore, to make the collected data and information have validity and reliability, checking and rechecking processes through triangulation process were conducted. They were then described and explained with theories of public policy implementation and government science. The research result describes that the sustainable cropland protection is not yet implemented well, so the cropland conversion persists, even on the productive land. Some problems found in the process of sustainable cropland protection are caused by the ineffectiveness of socialization, coaching, counseling, and supervision by the policy implementors. There is lack of operational policy like regional regulations, implementation and technical instructions to guide the policy implementors in performing their duty and job. Similarly, the lack of support from the resource of implementors is shown through the attitude of non-compliance, and commitment of bureaucracy of local government in protecting farmers in accordance with the determined purpose, so people have less participation in succeeding the implemented policy.

Keywords: Cropland protection, policy implementation

INTRODUCTION

In this reform era, the role of government in Indonesia changes; it is to move and direct people, instead of being the implementor, in interpreting duty and job as government administration, development, and service for people, starting

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from central government to region. Suradinata stated that "the dignity of officials in local government is shown when they have power, are obeyed by people, and become the role model for society, and through the readiness of people's culture to have role in the implementation of public administration."²

One of highlighted aspects to maintain credibility of government in giving service and community development, especially in the agriculture sector is the way bureaucracy of government implements the policy on sustainable cropland protection. These steps are performed in anticipating the population growth and improving the needs of society that become more complex. All of them lead to the increasing demand on land in order to meet the need of residence, industry, service, foodstuff, and so on. The increasing need is intended to encourage the change of composition in land allotment, but the availability of land is relatively stable.

Along with the principle of the highest and the best use of land, the land conversion tends to shift from agriculture to non-agriculture, since the land has economic, social, and religious values. Therefore, in developing the sustainable agriculture, land is the main resource, especially for farmers who depend on the land-based agricultural pattern, so the land conversion process becomes a serious problem that must be solved by all related parties, government, private party, and society.

The increasing cropland conversion has caused the serious effect on the food production, physical environment, and the prosperity of farmers in village who depend on the cultivation of agricultural land to earn living. The increasing cropland conversion nowadays is not anticipated with adequate integrated efforts to develop the agricultural land through the use of potential new land, so it requires policy that is able to balance the land allocation in anticipating the new needs as the consequence of population growth rate and the change of agricultural land use, especially lowland.

In dealing with the aforementioned phenomenon, government issues the policy on the sustainable cropland protection in the national level, in every regency/city, as the effort to anticipate the decline of cropland in every region, especially in Java, Bali, and Lombok. The cropland decrease is caused by the increasing conversion of productive cropland into residence, industry, service, and so on, and the increase of farmer household that is not on par with the width of cultivated land.

The rise of ongoing conversion from agricultural land to non-agricultural land like what happens in Karawang Regency must be considered seriously by all related parties, especially from the bureaucracy of local government. Karawang Regency is well-known as one of national granaries and the third highest rice contributor, especially in West Java Province, after Indramayu and Subang. The cropland conversion has caused negative effects since it can reduce harvest and labour absorption, so it affects the sustainability of farmers. However, this occurring effect does not yet get attention completely. Moreover, they are ignored

² Suradinata, Ermaya. *Leadership: How to Build a Nation, Reform of Organization and Governance Administration*. PD. Super Expres: Jakarta. 2010. P. 94.

by people or local government in the effort to control the effect of cropland conversion.

In fact, in the pattern of government relation, the existence of every implemented policy needs the integration from maker, implementor, and target group in which the implementation can relate to each other in order to realize the expected purpose. Therefore, in anticipating the rise of cropland conversion, the solution should be sought considering the disadvantageous effects to the society, especially farmers who completely depend on agriculture to make living. The agricultural land conversion, especially wetland, will affect the production of rice (staple food of society) and the food security.

It needs implementation to realize the policy, make policy give positive effect, and make it felt and received by the people comprehensively, including the government itself as the policy maker. In the context of policy as stated by Hoogerwerf, "the central functions of government are preparing, determining, and implementing the policy on behalf of and for all people in its territory".³ Meanwhile, Tachyan stated that "the formulation and implementation of a public policy are encouraged by the purpose to realize and the problems to solve".⁴

In fact, the process of sustainable cropland protection still faces several problems, due to the lack of attention from the bureaucracy of Karawang Regency, so the program is not yet realized well. Orientation, motivation, and attitude of executive officers, and the commitment of executive officers tend to be oriented to their own interest and certain parties, instead of people. This condition is worsened by low skill, attitude, and behaviour of executive officers to defend the interest of farmers, so the awareness to protect the function of agricultural land is still low.

THEORY

The government is manifestation of people's will, so it must consider people's interest, perform the function of public service and rule the citizens. The main purpose of establishing government is to maintain an orderliness system in society, to make people able to live normally.⁵ Meanwhile, Cowan in Effendy stated that "government closely relates to power, decision making, and control on a system in realizing hope and purpose in establishing the nation".⁶ Along with that opinion, Easton in Islamy stated that "only valid government can do something to society and its choice to do or not to do something that is realized in the allocation of values toward society".⁷

³ Hoogerwerf, A. 1983. *Government Science*. (Translated by R. L. L. Tobing). Jakarta: Erlangga. P. 9.

⁴ Tachjan, H. 2008. *Implementation of Public Policy*. Puslit KP2W Lemlit UNPAD, Bandung. P.15.

⁵ Rasyid, M. Ryaas. 2001. *Initial Study on Government Bureaucracy and Politic in New Order*. Yarsif Watampone: Jakarta. P. 13.

⁶ Effendy, Khasan. 2010. *Governance Sociology*. CV. Indra Prahasta: Bandung. Pp.60.

⁷ Islamy, M. Irfan. 2004. *Principles of State Policy Formulation*, Sinar Grafika, Jakarta. P. 19.

In realizing the purpose of policy on sustainable cropland protection as public policy, the implementation factor is very important. Without the implementation, a policy is only a meaningless document in the society. Hamdi stated that "the public policy is a product of governance process that is also an action choice model that will determine the fate of its citizen just to serve and to be served".⁸ Furthermore, Nugroho describes the meaning of policy implementation as "a way to make a policy realize its purpose. No more, no less".⁹

In the process of sustainable cropland protection, success rate is highly determined by how the government of Karawang Regency as the program implementor through capability and understanding on the owned resource can apply it well in the field. Therefore, it requires comprehensive attention from all implementors, so the implementation of sustainable cropland protection can realize the result as expected. One of methods to prevent it is the re-management of use, mastery, and ownership of land, including the transfer of land rights.

There are some approaches that can be used to realize the success of sustainable cropland protection in which in this research the researcher uses the opinion of Grindle, "the implementation of public policy in principal can be analyzed based on two aspects, namely content and context of policy".¹⁰ This view indicates that the success of a program (policy) implementation is affected by the content. The content of policy is an important factor in determining the result of implementation initiative. However, besides the content of policy on environmental factor, the contexts, including social, politic, and economic conditions, determine the success of its implementation

The executors should understand content and context of policy implementation on sustainable cropland protection in the effort to establish a relation to allow purposes/targets of policy that can be realized as the final result from the events organized by the government of Karawang Regency. Thus, the policy with purpose and target to achieve in its implementation must be described in the operational activities, supported by the quality of resource in the organization and adequate infrastructure as a complex unity to realize the purpose.

METHOD

A scientific research needs the design in its planning and implementation. According to Nazir, "the design of research is all required processes in the planning and implementation of research".¹¹ In order to achieve a good research result, the researcher used the descriptive method with qualitative approach. In the

⁸ Hamdi, Muchlis. 2008. *Scientific Oration of Professor: Building Participative Public Policy*. National Institute of Governance: Jakarta. P. 8.

⁹ Nugroho, Riant. 2012. *Public Policy. Policy Dynamics - Policy Analysis - Policy Management - Formulating Theory and Model, Implementation, Controlling, Monitoring, and Evaluating, Risk Management Superior Policy The Fifth Estate – Policy Research Methodology*. Elex Media Komputindo: Jakarta. P. 674.

¹⁰ Grindle, Merilee S. 1980. *Politics and policy Implementation in the Third World*. New Jersey: Princeton University Press. P. 15.

¹¹ Nazir, Moh. 2011. *Research Methodology*. Jakarta: Ghalia Indonesia. P. 84.

view of Bogdan and Taylor in Moleong, "the qualitative research is the research procedure to create the descriptive data in written or spoken form from people and observable behaviour".¹² Furthermore, Nawawi stated that the descriptive design can be interpreted as "a problem-solving procedure that is investigated by describing the current condition of subject and object of research based on the fact as it is".¹³

Related to the source of data, Arikunto stated that "data source in research is the subject where the data can be collected".¹⁴ Meanwhile, according to Ndraha, "data source is various, such as nature, society, institution, archive, library, and so on." Therefore, in this research, the data were from the informant, several documents or archives, institution, and library".¹⁵

Purposive and snowball techniques were used in determining the informant. According to Sugiyono, "the purposive technique is the sample-determining technique with certain considerations. Besides purposive sampling technique, the researcher also used the snowball sampling technique".¹⁶ Furthermore, according to Sugiono, "in sample-determining technique, the number is small at the beginning, but it is then bigger. It is like the rolling snowball that becomes bigger".¹⁷

The next step is to collect data since it is the main purpose of this research. According to Nazir, "the data collection is not different from a process of primary data procurement for research. The data collection is a very important step in the scientific method since it in general can be collected and used, except for the exploratory researcher".¹⁸ Meanwhile, Creswell stated that the data collection in the qualitative research "involves four basic types: observation, interview, document, and visual picture".¹⁹ The data collection technique in this research covers the direct observation, in-depth interview, and documentation study.

All collected data were then analyzed since the data analysis in the qualitative research was conducted simultaneously or almost simultaneously with the data collection.²⁰ According to data analysis technique with interactive model of analysis developed by Miles and Huberman in Sugiyono, "the activity in the qualitative data analysis is conducted interactively and continuously until it is

¹² Moleong, L.J. 2012. *Qualitative Research Methodology*. 27th Print, Revised Edition. Remaja Rosdakarya: Bandung. P. 3.

¹³ Nawawi, Hadari. 2012. *Methods of Social Affairs*, Gadjah Mada University Press, Yogyakarta. P. 63.

¹⁴ Arikunto, Suharsimi. 2010. *The Research Procedure, A Practical Approach (Revised Edition)*. Rineka Cipta: Rineka, Jakarta. P. 114.

¹⁵ Ndraha Taliziduhu. 1985. *Research Design and Scientific Paper-Compiling Technique*. Bina Aksara: Jakarta. P. 61.

¹⁶ Sugiyono. 2010. *Understanding Qualitative Research*. Alfabeta: Bandung. P. 85.

¹⁷ Ibid,

¹⁸ Op. cit. P. 174.

¹⁹ Creswell, John W. 2002. *Research Design: Qualitative and Quantitative Approaches*. Thousand Oaks: CA Sage. P. 143.

²⁰ Irawan, Prasetya. 2007. *Qualitative and quantitative researches for social sciences*, Department of Administrative Science, Faculty of Social Science and Politics, University of Indonesia, Jakarta. P. 70.

done, so the data are saturated. The analysis activity in this interactive model covers data reduction, data display, and conclusion drawing/verification”.²¹

DISCUSSION

Implementation Process

One of government efforts to improve the standard of living and public welfare is the issuance of sustainable cropland protection program, so it needs support from all parties, including local government and people, especially those who directly work in the field of agriculture. Therefore, the role of executive officers is really required in giving counseling and assistance for people in order to prevent the cropland conversion, especially the productive one, so the policy can realize its target as expected.

However, in fact, the top-down program gets less attention from people and they even do not care about the implemented policy all this time. In fact, the concern of people is the initial information for central government, local government, and the related parties, to manage the implemented policy first by studying and understanding the local culture comprehensively and at the same time considering the desire and expectation from society. Therefore, the participative planning is expected to create the sustainable program integration, so it can encourage people especially the farmers to participate and support the policy of sustainable cropland protection implemented by local government of Karawang Regency.

1. Study from Policy Implementor Aspect

The strategic location of Karawang Regency encourages the increase of population growth in terms of birth rate and the coming of immigrants. The population growth will increase the need of land use in order to meet the demand of regency, facility and infrastructure, to support several people's activities. At the beginning, the development uses less productive land, such as infertile land, dry land, and so on. However, along with the demand of land for development in several sectors, it causes the conversion of agricultural land, especially the wetland.

The area is geographically strategic since it is located between two big cities, Jakarta and Bandung, so Karawang Regency is a potential support as one of centres of economic growth. It makes Karawang Regency a quite vulnerable zone to the cropland conversion as it is used as the industry zone, regency, service, and so on. The condition definitely affects the delay in implementation of sustainable cropland protection. More lowland/cropland will be used as industrial zone and regency as there is no serious steps yet from local government in solving the problem.

The phenomenon of cropland conversion undergoes the change of function as the local government does not yet seriously anticipate the rise of cropland conversion, especially the productive land, into the operational policy.

²¹ Op. cit. P. 246.

The agricultural land conversion is not only caused by the strategic location, but also the policy of local government that directs the layout to make agriculture and industry the basis in improving the regional economy. The condition affects the increasing need of land that will be used for other sectors, such as settlement, other infrastructure industry, that will automatically increase the demand for land.

The process of cropland conversion at last will be difficult to prevent since non-agricultural land that will be converted for other sectors is scarcer. In fact, when it is observed furthermore, the wetland conversion in Karawang Regency happens on the agricultural land with high productivity. Meanwhile, on the other hand, there is a lack of attention from policy implementor to supervise intensively in order to prevent the cropland conversion.

The area development in Karawang Regency causes the assumption from people, especially the farmers, that farming is a main livelihood that is less promising in terms of income, compared with works on other sectors. Such image should get more serious attention from local government, to anticipate it furthermore, since it will affect the farmers themselves. With the condition, the farmers as the policy target should be protected, but without the bargaining position to defend their land, they become the target of several parties, government and private party, for certain interests.

The rise of land conversion will also directly affect the farmers' income, especially the sharecroppers as the food agricultural land, their source of income, is depleted, so they tend to look for another job in other sectors. Meanwhile, the farmers who own their own land, especially the narrow one, will be fewer, along with the agricultural land conversion. That condition requires serious attention from local government, especially the Department of Agriculture, Forestry, Plantation, and Livestock as the leading sector in implementing sustainable cropland protection.

2. Study from Policy Target

The cropland (lowland) conversion process in Karawang Regency is often caused by the overlapping interests among the related parties, such as government, private party or buyer, and the farmers themselves. The condition shows that sustainable cropland protection policy is not yet implemented well since the wetland conversion harms the farmers. There is persuasion from several parties, especially the middlemen who often cooperate with certain officials to force their interest to farmers to sell their wetland. Finally, it harms the farmers (owner and sharecroppers) since it makes some farmers lose their livelihood and sell their wetland.

The majority of wetland is currently owned by the private party and people outside the regency, in which the land is not bought by local people and it causes the forming of absentee land. The percentage of wetland owned by private parties and individuals who are not the citizens of Karawang Regency is now higher (80%) than that owned by Karawang citizens (around 20%). The condition shows that sustainable cropland protection policy is not yet implemented well, since the wetland conversion harms the farmers.

The cropland conversion affects the production and farmers' income in which many farmers who sold all of their lands work as sharecroppers. The average farmers lack of adequate capability and skill in other fields, so it is difficult for them to work on another sector. The land conversion has changed ownership status and land ownership that affects the change of income and work opportunity of people in increasing income and prosperity.

The land owner tends to convert their land. Although the land they own has high productivity, the profit they get from selling the land is still higher than the production of rice. As the wetland with high productivity is located at the main street, it has high opportunity cost, so the farmers cannot easily defend it. For the farmers who have a quite wide land, the money they get from selling their land will be used to buy another land in another region at cheaper price. However, farmers who do not have wide land will use their money to buy their daily needs or other things.

Along with the cropland conversion, wherever possible it should be solved by the bureaucracy of local government through the related sectoral institution to prevent the further problem. There is a considerable change in an area in which the wetland changes into residence or industry. The development in Karawang Regency causes the shrinkage of agricultural land and affects environment. The change of land use from agricultural land into non-agricultural land causes the change of environment, such as flood in wet season and drought in dry season.

The ineffectiveness in the policy implementation by the implementors in the field causes the negative effect, especially on the environment as the consequence the increase of land conversion caused by the development in other sectors. A quite high intensity of development in several sectors shows the increasing production of waste and affects the surroundings that are directly felt by the people. Most people have less concern toward the condition of settlement environment due to the lack of executive officers' attention in giving coaching and counseling to people.

As one of national granaries, most area in Karawang Regency is wetland. With the image, it should get attention from several related parties, especially the bureaucracy of local government, to defend the agricultural land. Moreover, it is supported by the sustainable cropland protection program, as a public policy in improving food security and public welfare. However, the rise of development in the industry, housing, and service causes the shrinkage of agricultural land width, so it can threaten the food security, especially the rice production.

The Efforts To Do

The issuance of government policy aims to make people prosperous, so the function of government to serve can result in justice; the empowerment function will encourage the independence of people and the development function will result in the public welfare. Therefore, along with the principle of regional autonomy, in which the allocation of authority to manage the governance is passed to Regency/City, the local government of Karawang Regency seeks to

perform the sustainable cropland protection program, as a form of public service that must be met.

Along with the increasing needs of society that is more complex, some social problems occur, such as the productive agricultural land conversion that is disadvantageous for farmers. Therefore, the management of sustainable cropland protection for farmers in Karawang Regency must be implemented comprehensively. It is not only the responsibility of local government, but also the participation of people actively and sustainably. However, the policy implementation is not always as expected since many factors can affect the success in the policy implementation.

1. Policy Socialization

The success or failure in the policy implementation demands the ability of its implementors to design or direct the policy without obstacles, to formulate the activity obviously, and to coordinate the activities among the related institution in an integrated way, and to form the target group. The implementation of decision on a policy should be adjusted to the mechanism that is determined within. It is common that a decision identifies the problems to solve and states target and purpose to achieve and several ways to manage the implementation process.

In fact, socialization and coaching for farmers on the rule of cropland/agriculture protection are not yet done by local government continuously. Socialization, coaching, and counseling are very important to motivate people and understand their characteristic, but they are not yet done completely. In fact, in implementing the program, there are still some differences between purpose and decision taken by executive officers in the field.

The problems are caused by the lack of concern from executive officers in the field in giving the coaching, counseling, and supervision to people. The executive officers do not often come to the location when people need suggestion, feedback, and opinion in several activities. When the policy is made for farmers to prevent the agricultural land conversion, the policy should not be implemented just to meet the valid provision with the impression that is not seriously done by the implementors. It should be completely suitable to the expectation of people as target group.

Although local government helps them by managing land and water, improving facility and infrastructure, production, and productivity, and distributing seed, the program is not yet implemented based on the determined direction and purpose. Farmers actually need facility and infrastructure to support them and the empowerment. However, the lack of socialization, treatment, and counseling by the executive officers makes people have less knowledge and innovation on the effect caused by the land conversion.

To make the program achieve the result as expected, the effort should be the part of policy implementation, namely continuous socialization, treatment, and counseling to improve knowledge and skill of people on the effect of agricultural land conversion, but they are not done completely. In fact, the coaching and counseling by the implementors have a very strategic role in encouraging the

change of people behaviour toward better future. In the context of policy implementation, the implementors have multifunction characteristics to act as mentor, informant, and communicator to share ideas in order to know every farmer's problem.

The phenomenon also affects the ignorance of farmers, though government of Karawang Regency does several activities related to the sustainable cropland protection, since there is no seriousness of executive officers to work well. The reason is related to the lack of seriousness of policy implementors in supervising, since there is also lack of coordination and synchronization of activity done by the related sectoral institutions, especially in giving treatment and counseling to people.

Thus, the effort taken by government of Karawang Regency to control the agricultural land conversion should be done with the improvement of facility and infrastructure to support the agriculture, such as the improvement of irrigation and distribution of superior seed and fertilizer at affordable price. Besides, coaching and counseling should be intensified, especially when it comes to the conversion of agricultural land for food security and incentive for farmers in form of loan and facility to support their work. Besides, in bureaucracy of local government as the policy executor of sustainable cropland protection, the coordination between related institution and private party as the investor should be improved.

2. Formulation of Operational Policy

The implementation of a policy is basically the interactive activity, so it is not regardless of several obstacles that directly and indirectly affect the success of implementation. Regardless of the quality of formulated policy, when the implementation is not appropriate or it is not implemented well, the policy will not be successfully implemented.

Several problems faced by government of Karawang Regency, especially in optimizing the implementation of food agricultural land protection are the integration of program, the limitation of resource from policy implementor, the inconsistency of attitude from policy implementor, and the absence of bureaucracy of local government in formulating policy. It shows that the purpose of sustainable cropland protection as the program from central government will not be successful as expected as the activity of this program is not yet conducted optimally.

In order to prevent the agricultural land conversion, the formulation of operational policy in form of regional regulation as well as implementation and technical instructions is required, so it can be used as the instruction for every executive officer in performing their duty and job. Besides, the rule system of land trading should be limited in order to maintain the productive agricultural land, the subsidy should be given, and facility and infrastructure should be improved for farmers, so they can increase the production.

It should be understood that the policy of sustainable cropland protection is top-down policy, so the policy from the central government is still general or abstract and it requires creativity and innovation to interpret the policy substance

in form of operational policy to be implemented in the region. It is important considering that it can cause the conflict between several formulated and implemented policies or the overlapping among policies from central government and local government.

One of main problems related to the performance of government service in Karawang Regency is slow response of implementors on the implemented policy, into the operational policy, as the instruction in implementing the activity in the field. That condition happens since the implementors prefer waiting the instruction from government and upper management and they are not capable enough to understand and interpret the meaning of a policy from top management (central government).

The minimum realization of activity implementation related to the sustainable cropland protection shows that the central government as the policy maker causes the problems in policy implementation as there is lack of comprehensive concern through supervision on the program activity by the local government. It causes the lack of seriousness from the bureaucracy of Local Governance in Karawang Regency to implement the policy from central government effectively and efficiently.

For the implementors, the most important thing is that the program is implemented based on the determined planning, but its achievement is not a concern. The phenomenon is supported by the statement of Rasyid, "the government consists of human beings, not angels, so they principally have the tendency to break the rule, collect, and abuse the power arbitrarily".²²

The implementation of sustainable cropland protection is still far from expectation since there is lack of communication between central government and the bureaucracy of local government. The same thing happens on the limitation of resource in the officials as the implementors who have knowledge and experience and the absence of regional regulation used to guide the implementation of activity in the field. Thus, it results in the inconsistency in the attitude of implementors in performing their duty and job well. In fact, the implementation of policy on sustainable cropland protection in the era of Regional Autonomy demands an initiative from the region to prepare an implementation system of local governance that is accountable and based on the social characteristic of culture in the society.

The Affecting Factors

Conceptually, in the new paradigm of governance, the people are positioned as subject and object of the policy, while the government in one side acts as the regulation agent or to give direction in the policy. Thus, the study will be able to give the explanation on one power or more to determine the effect of policy. The policy implementation is one of important variables affecting the success of a policy in solving the public problems.²³

²² Rasyid, M. Ryaas. 2007. *Meaning of Governance, From the Perspective of Leadership Ethics*. Yarsif Watampone: Jakarta. P. 23.

²³ Winarno, Budi. 2011. *Public Policy, Theory, Process and Case Study (The Newest Revised Edition)*. CAPS (Center For Academic Publishing Service): Yogyakarta. P. 148.

The analysis and interpretation in the sustainable cropland protection of Karawang Regency in this research refer to the policy implementation model that is according to Grindle, the placement of policy implementation as a political and administrative processes that can be started only when general purposes and targets are specified, the action programs has been planned and a number of cost has been allocated to realize purposes and targets of policy. In the view of Grindle, the success or effectiveness of a public policy implementation can be seen from content and context of policy.

1. Content of Policy

The sustainable cropland protection highly depends on consistency and commitment of policy executive officers in considering several aspects in the content of policy that always refers to whether or not the policy implementation is based on what is determined by considering the action of that policy. Since the public policy in the implementation must involve several interests, most interests are affected by several purposes and desires to achieve, with the formulation of purpose from that policy. The sustainable cropland protection in Karawang Regency is not yet implemented as expected. Although the activity is done for the interest of people, especially farmers, there are several interests affected by that policy.

The reality in the field shows that the sustainable cropland protection program has been implemented for some years, but it is not yet implemented well since the implementation process is affected by several interests. Therefore, it must be responded wisely by the executive officers to be more proactive in giving coaching and counseling for the farmers as the target of policy.

It is acknowledged that a program in the practice will involve many people and the factors in which their interests affect the success based on the expected purpose. Several people are political elite and structural officials, implementors, and group from policy target. Through the involvement of these people, in its implementation, more or less, they will be determined completely or incompletely by the policies and the process of policy implementation in the realization, Thus, what they perform is result of playing political interest from the conflicting parties who desire the resources and steps to take, the response from the executor officials, and the actions of political elite in certain institution, to achieve several interests as expected.

The success of a program is highly related to a number of interests within. People with the aforementioned interest have sense of immediacy with government and they are spread in several levels of government. People with interest have close relationship with government and they are in several sectors of government, in regency, district, and village. The effect of interests on every decision or activity in every unit of government service is able to determine the policy implementation.

Although the program has been implemented in several years, it does not yet give the adequate contribution in preventing the cropland conversion, especially for the productive agricultural land. It is caused by the lack of role from executive officers in the field in giving coaching and counseling to people. In the

last few years, this condition causes the conversion of productive agricultural land for other interests in other sectors, such as housing, industry, and service.

Therefore, the socialization requires support from local government to facilitate people's activity, especially farmers, in increasing the harvest. However, the program implementors who should protect farmers to defend their land, does not defend people and protect farmers, but they in fact defend and cooperate with the capital owners who desire the use of productive agricultural land for other interests outside the agricultural sector.

In fact, with several benefits expected from the program, for government, it is an obligation to do since it relates to the effort of local government to defend the area in one of granaries in Indonesia. Meanwhile, for people, the benefit expected from the program is the fulfilment of basic need for farmers, so they can do their activities to increase the harvest as family's income, economy, and prosperity.

Thus, the benefit of a program is the change for improving the quality of people's life in terms of economic and social aspects. However, are the benefits received by all farmers? All of them highly depend on the skill of implementors to give quality service to people as the program target, so people feel that they are considered by the government.

The sustainable cropland protection basically manages the regional economy in the field of agriculture toward better quality. Therefore, the success rate highly depends on the readiness of support from resource of officials or program implementors. The executive officers have strategic role and position to ensure the effectiveness of program implementation based on the determined purpose to achieve the target as expected. In order to realize the purposes of program, the implementors are required to focus their attention on how to achieve the consistency of purpose in the determined activity.

The sustainable cropland protection is the service from government, so it requires the concern from the bureaucracy of local government in an integrated way to ensure the assurance of easiness and fairness for people, on the faced problem. One of purposes of this program is the attitude change of people on the policy. The process of program implementation requires the carrying capacity of the quality officials and the response on the need of people who get benefit.

However, the reality shows that there are only few changes on the behaviour in people's life, especially farmers (owner and sharecroppers), viewed from the activities performed by the implementors in the field. In fact, the program maker wants the change in organization and work method and the issuance of instruction on the work mechanism and the action of operational elaboration from the central policy. Therefore, it is not surprising when a program is validated and applied in the field, causing many different interpretations between expectation or plan and the reality.

The bureaucracy of local government apparently still needs development and improvement of capacity in the institution, especially to the implementors who are trusted to do the intended task and function. In the context, William as cited by Wahab who stated that "the implementation capacity of organization/main actor or organization group is the ability of an organization or

actor to implement the decision in such a way, so there is assurance that the determined purpose or target in the policy can be achieved".²⁴

The characteristics of an implementer organization are the fundamental factors to study in the program implementation, since the bureaucracy structure is a characteristic of the implementing body or organization that is assumed to have all resources, system, and standard work procedure, through the owned hierarchy and authority. So, the success of program is highly determined by several supporting factors, such as standard and procedure. The completeness of work procedure standard is highly required in supporting the implementors to perform their duty and job in order to realize it effectively and prevent the misbehaviour.

The obviousness of standard work procedure in one side really helps the implementation of program effectively, but it also forces the implementors to not do discretion that is considered as an effort to facilitate the implemented program. Organization consists of several aspects or elements that have close relation, relate to each other, cooperate, and relate to a work system that must be obeyed in order to achieve the determined purpose. However the implemented activity does not yet obviously state the kinds of owned authority, so the activities of implementors are still partial, since there is no implementation rule yet.

The obscurity in dividing authority and mechanism of coordination that must be implemented by the related parties affects the effectiveness of program. The inconsistency of implementors and the coordination mechanism and supervision in implementing the program are also caused by the target of settlement given to the executive officers in the field. Therefore, procedure and mechanism to manage the activity implementation technically are required through the technical and implementation instructions to be used by officials in the operation of activity in the field.

Thus, the central government as the decision-making institution should consider the policy instruments on how the program implementation process can be started from the provision of executor resource, establishment of the harmonious communication between maker and implementor of program on several levels of government, how to make the implementation instruction, the allocation of fund and the provision of facilities, and support and participation from people. According to Jones, "the implementation is an implementation intended to operate the program, the sustainable cropland protection program in this case. The policy implementation requires the quality of human resource from executive officers".²⁵

The reality in the field describes that many executive officers do not understand the right policy direction, so there is assumption that the sustainable cropland protection is not the priority of local government. The lack of attention can be seen from the implementation of activity management that is not yet part of planning of regional development. It is seen from the lack of coaching and supervision by the implementors in the field in several activities, so it affects the lack of active participation from people.

²⁴ Wahab, Solichin Abdul, 2012. Policy Analysis, From Formulation to Compilation of Public Policy Implementation Models. Bumi Aksara: Jakarta. P. 61.

²⁵ Jones, Charles O. 1996. Introduction to Public Policy. Rajawali Press: Jakarta. P. 293.

To make the sustainable cropland protection program conducted effectively based on the purpose, it demands the ability of implementors to understand what to do. The lack of attention from local government as the decision maker on several supporting instruments and the lack of communication among the involved stakeholders affect the understanding and knowledge of the implementors on meaning of the implemented program.

Existence and presence of resource from executive officers are on the operational stage and the understanding on target group to reach and get the public service early. Thus, it needs the provision of adequate budget and incentive for the executive officers, so it can improve the performance, especially in giving the quality service for farmers.

The program activity will be done effectively whenever the implementors are able to know and understand what they must do and the contribution that they want is fulfilled in the program. The program implementation will definitely give positive effect for forming attitude and behaviour of officers, when the bureaucracy of local government has strong commitment to improve the quality of resource toward a change. Therefore, in order to support and realize the program that is more effective and efficient, the adherence and obedience of every executive officer are very important.

The behaviour of officers in the program is often interpreted based on their respective capability in the field. In other words, space and freedom of officers to act in the field as the consequence of obscurity in the existing regulation can affect the success rate of implementors. Therefore, the resource is one of important variables in supporting the success of program, but the inadequate resource causes the possibility of ineffective program implementation.

When the competence and capability of resource are not available, the performance of public policy is really difficult to realize. As explained by Dunn, "the integration of resource to support the policy implementation must be provided simultaneously. The intended resource integration covers budget, human resource, equipment and materials".²⁶ With the availability of adequate resource in the program, it will be easier for policy implementors to respond the demands of program. On the contrary, with low resource, in this case, the limitation of officers, the lack of authority and financial support can reduce the ability of officers to implement the program well and responsibly.

2. Policy Context

In general, the program implementation process from the central government and local government is often responsible to provide the operational bailout and the resource of officers and to prepare the target group. In the implementation, the local government is required to participate in distributing some budgets for the success of implemented activity. Meanwhile, the local government does not prepare the budget for the intended program. In that condition, the behaviour of bureaucracy in the local government is very reluctant

²⁶ Dunn, William N. 2003. *Introduction to Public Policy Analysis*. Gajah Mada University Press: Yogyakarta. P. 85.

to optimum work, such as giving coaching, counseling, and supervision on the implemented program.

Substantially, the main task of bureaucracy in the government of public sector is to build environment that allows every party to make them competitive. Thus, a good program is able to encourage every people to develop their competitiveness. However, it does not mean that the public policy is easy to make, implement, and control since the public policy also relates to the political factor.²⁷ When it is related to the sustainable cropland protection, the success of implementors highly depends on the political willingness of government. Therefore, the effect of environment in terms of politic and economy in the success of sustainable cropland protection program is based on the purpose cannot be neglected.

The reality shows that the condition of people is still quite bad as the consequence of many farmers selling their wetland to buy daily needs. The farmers who own the capital in general are not the indigenous people, but they come from other regions outside Karawang. This condition happens since the farmers in general assume that working in the agricultural sector is not promising, compared with in another sector, such as in the fields of industry and service.

To anticipate that, it requires coordination and communication, so the program integration can be implemented well. Coordination and communication are done since the bureaucracy in district and village is an organization of local government that is close to people the most, so in that level, they know more about what farmers need. Thus, coordination among the executive officers in the field related to implementation process really determines the success of program in the implementation.

Considering that possibility of commitment difference among the executive officers in the program on the determined target and purpose, the allocation of freedom to act will possibly cause the fundamental differences in the program's success rate. In this context, it requires approach and program implementation model that are suitable, adaptive, and able to be accepted by farmers as the target group. Therefore, in the perspective of public policy implementation, power and authority variables are products of position and the bureaucracy is part of power. Power and authority as the monopoly of bureaucracy on every field of life have created the bureaucratic internal tendency toward inflexible work method and ineffectiveness of executive officers in the program implementation.

The public policy is a decision made by government as the authorized party to solve public problem, so people only accept it since government has rights and monopoly on the government service, though in reality, not all people support the program. Several steps are done by the government in implementing program first with the unity of vision, mission, and purpose among central government, regional government, and people as the target. In this context, the existence of human resource in officials in concluding the agreement to implement the program is a very important in the implementation process.

²⁷ Nugroho, op.cit. P. 101.

However, the officials who have the commitment to implement the program are only written on paper, since in the field, only few officials supervise and control the land supervision.

If the program implementation still continues, the central government or local government can establish the partnership and cooperation as its actualization of commitment to succeed the program since the beginning. The partnership can be started from the funding aspect, technical support, management, and the marketing of harvest. Thus, the program activity is not supported after the implementation, but it is still continuous. Therefore, the synergy among the officials in establishing the commitment for compiling the sectoral development program that is oriented to the sustainable cropland protection can support the effectiveness of program implementation appropriately on the purpose achievement.

In fact, the program implementation does not obey the existing procedure and provision in the field, so there are some problems to face. On the other hand, the lack of good coordination among the implementors indicates that there is no strong commitment from the bureaucracy of local government in making people prosperous. To make the implementation effective or successful, a program should have the legal basis, including the implementor's rule, resource, and target from program since every implementing institution has their characteristics in the organizational structure, task, function, authority, and service formal object.

The process of sustainable cropland protection is the responsibility and monopoly of government, performed by the bureaucracy of government with the legislation. The institution to give the public service will be more visible when it has the authority given by leader or ruler. In the context of success in program implementation, a very important aspect as the focus of attention is how the implementation organization is able to build communication with people since the characteristics of a public service institution will affect the success of program and the environment in which the program is implemented.

The adherence is useful to determine whether or not the action of policy administrator, staff, and other parties is based on the procedure standard made by the government institution. The program implementation will be effective when the implementing bureaucracy obeys what is determined through implementation and technical instructions. The assumption is that purpose and target of program must be obvious and consistent since they are the standard evaluation and legal facilities for the implementing bureaucracy to use the resource with adequate capability and insight, besides dedication, obedience and loyalty on task and function to implement.

There is urgency for officials to obey the rule that is determined in implementing their task and it is their obligation to do this for the effectiveness in the implementation of sustainable cropland protection in giving quality service to people. It is like what was stated by Siagian, "a government bureaucracy is

required to work with the efficiency, effectiveness, and productivity as high as possible and to give the service as good as possible".²⁸

In fact, the program implementation is not yet as expected since there is lack of adherence and response of executive officers in the field in performing their duty and job. Therefore, in anticipating the tendency of inconsistency by the executive officers in the field, the quality of resource is required and it can be started by improving the competence of officials' resource through several educations and trainings technically and functionally.

Several attitudes and awareness of people with less participation to support every implemented activity reflect the inability of bureaucracy in government itself in giving public service. The local government does not yet make the regulation and it apparently still works by relying on the bureaucracy hierarchy in which orientation and workshop only involve the structural officials. In fact, when the activity involves the role of other stakeholders, such as officials working in the field and the component of society in early stage, the program of sustainable cropland protection can be realized more effectively and efficiently.

CLOSING

The implementation of sustainable cropland protection in Karawang Regency has been done, but it does not yet reach the optimum result. It is caused by several interests along with the implementation of intended policy in which local government wants to synergize the industry development with agricultural development, but the fact in the field shows that the development in non-agricultural sector increases sharply, while the agricultural sector decreases as the consequence of conversion from agricultural land to other sectors, such as industry, agriculture (settlement), and service. On the other hand, there is an image that local government does not seriously perform its duty and job in supervision, so there is lack of participation from society to succeed the implemented policy.

The effort to solve the problems in implementing policy on sustainable cropland protection is not yet realized well as there is lack of socialization, treatment, and counseling, and supervision from executive officers, so the implementation of policy is not yet realized optimally. On the other hand, there are no regional regulation as well as implementation and technical instructions to be used by executive officers in the field. Thus, the activity is not yet realized based on the determined direction and purpose. Furthermore, it results in the lack of people's concern on the implemented policy and the program does not yet reach the target as expected.

The implementation of sustainable cropland protection is not yet done and it results in the chain of policy. The causes are as follows the content of policy is not yet realized well since it lacks of consistency from the policy implementors in understanding content and purpose of sustainable cropland

²⁸ Siagian Sondang, P. 1995. *Analysis and Formulation of Policy and Organizational Strategy*. Gunung Agung: Jakarta. P. 109.

protection, so the activity does not yet reach the optimal result. Similarly, the lack of ability of implementors in interpreting the policy in the field makes the organizational performance bad. The context of policy is not yet implemented well since there is lack of coordination with the local government and the obvious task allocation among the executive officers in the field, so the implemented task is not obvious and directed. There is also lack of commitment and response from officials and executive officers in supervising and controlling land conversion. The lack of obedience, adherence, and awareness of officers in implementing task and function affects the lack of participation of people in supporting the program.

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