

# **Transmigration As A Solution Protection Of Sustainable Farming Sustainable Food In The Framework Of Policy Implementation, In Karawang District**

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**ABSTRACT:** *Various efforts made by the government in improving the standard of living and welfare of the community through development in agriculture where one of them is through a policy of sustainable agricultural land food security, but the reality has not provided a solution for improving the life of the tarap life and community welfare towards a better direction. That fact can be seen from the emergence of various problems experienced by the community through the activities of sustainable food land protection programs that are held.*

*This study examines and analyzes various problems encountered in the sustainable food land protection program in Karawang Regency, and the impacts experienced by the community, especially small farmers and solutions that should be cured to overcome these problems, such as directing farmers through the transmigration program. This is based on the program that protects sustainable food land as a government program intended to prevent the conversion of agricultural land for food, but in fact some people, especially small farmers, are affected by the program, where there are some farmers who switch professions as a result of the loss of agricultural land so far. became the foundation of his life.*

*This research uses a descriptive method with a qualitative approach, where data collection techniques are through interviews and document completion. The use of qualitative methods is intended so that researchers act as research instruments by conducting activities to collect and interpret any data and information, in accordance with the settings for the protection of sustainable agricultural land, and to conduct in-depth interviews with informants related to aspects of the contents and context of the policy. To that end, in order for the data and information obtained to have a level of validity and reliability, a check and recheck process is carried out through a triangulation process, which is then described and explored with theories of implementation of public policy and government science.*

*This research is focused on the implementation of a sustainable food agriculture land protection program, which highlights how the program is implemented, and the factors that influence policy implementation, and the solutions that are adopted to overcome the obstacles encountered by using Grindle's opinions about the content and context of the policy. sustainability has not been implemented properly so that the conversion of food land functions continues even on productive lands, which has an impact on small farmers who are forced to sell their agricultural land and switch professions to other jobs. Some of the obstacles encountered in the process of protecting sustainable food land are due to the ineffective socialization, guidance, counseling and supervision carried out by the policy implementor. Thus, one of the solutions carried out by us to overcome this problem is to include the community, especially small farmers affected by the transmigration program, as an effort to improve their standard of living and welfare.*

**Keywords:** *Food Agriculture Land Protection, Policy Implementation, Transmigration.*

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## **I. INTRODUCTION**

The role of the government in Indonesia in the current reform era is aimed at interpreting the duties and functions of the government as the organizer of government, development and community services, as a form of upholding the authority of the government in the eyes of the community starting from the central to the regional level through every apparatus they have. Suradinata (2010: 94) argues that "the authority of the local government apparatus is present as an apparatus that has the power, obeyed and set an example by the community, as well as the cultural readiness of the community to play a role in the administration of public administration.

In line with the above, one aspect that is in the spotlight in order to maintain the government's credibility in providing services and community empowerment, especially in the agricultural sector which is the backbone for

most of the Indonesian population through various programs implemented. The various policies launched are intended to anticipate the development of the population and increase the increasingly diverse needs of the community. All of this will have an impact on the increasing demand for land used to meet various needs for shelter, industry, services, foodstuffs and so on, so that it will have an impact on changes in the composition of land uses.

Changes in land use / land that are in line with the principle of the highest and the best use of land have a tendency to shift from agriculture to non-agriculture, because land has not only economic value, but also social, even religious value. Therefore, in the context of sustainable agricultural development, land is a main resource, especially for farmers who depend on land-based farming patterns, so that the conversion of land functions becomes a serious problem that must be addressed by all relevant components, both the government, the private sector and the community.

An increase in the conversion of agricultural land has had a serious impact on food production, the physical environment, and the welfare of farmers in rural areas who are very dependent on the management of agricultural land. The rampant conversion of agricultural land is happening today, not balanced with integrated efforts to develop agricultural land through the printing of potential new land, so that there is a need for an integrated program that is able to balance the availability of land in anticipation of various needs that arise as a result of population growth.

Anticipating this phenomenon, the government launched a policy of protecting sustainable agricultural land nationally in all districts / cities, in an effort to overcome the decline in the amount of food land in each region, especially in the regions of Java, Bali and Lombok, which are increasingly increasing. Slump in the amount of agricultural land available food, due to the increasingly widespread conversion of food agriculture land into a place of residence, industry, services and so on, as well as an increase in the number of agricultural households that are not proportional to the area of land cultivated.

The rampant conversion of agricultural land to non-agricultural land, which continues to this day as happened in Karawang Regency, should receive serious attention from all related components, especially from the local government bureaucracy. That is considering, Karawang Regency is well-known as one of the national rice barns which is one of the highest rice contributor areas, especially in West Java Province after Indramayu and Subang. However, sixty percent of the people of Karawang Regency are known to live below the poverty line, (Pikiran Rakyat, 12/31/2014).

The change of function of food agricultural land has caused an impact, namely a decline in agricultural production and labor absorption, but not yet fully received attention and even ignored by the community or local government in an effort to control it. In fact, in the pattern of government relations, the existence of every policy implemented requires integration of makers, implementers and target groups, so that the program is interrelated in order to achieve the objectives as expected. Thus, solutions should be sought for solutions to synergize various government programs implemented, such as through the transmigration program, bearing in mind that the impact of the conversion of food agriculture land has been detrimental to the community, especially for farmers who depend entirely on agriculture.

So that programs or policies can be realized and have a positive impact, widely accepted and felt by the community, including the government itself as a policy maker. In the context of policy Hoogerwerf (1983: 9) stated that, "the central function of the government is to prepare, determine, and carry out policies on behalf of and for the whole community in its territory". While Tachyan (2008: 15) argues that "the formulation and implementation of a public policy, because of the objectives to be realized and the existence of public problems that must be addressed.

The reality found in the field illustrates that the protection of sustainable food agricultural land still faces various obstacles, due to the lack of attention from the Karawang regency government. The orientation, motivation, and attitude of the implementing apparatus, as well as the commitment of the implementing apparatus tend to be oriented towards their own interests and certain parties, rather than the interests of the community. This condition is exacerbated by the low ability, attitude and behavior of the implementing apparatus to side with the interests of the farmers, so that awareness to maintain the function of agricultural land owned is still lacking. Likewise, there is no integration of the program, as a solution to overcome the problems faced by small farmers who lose their livelihoods, through the transmigration program.

## **FRAMEWORK**

The government is a manifestation of the will of the people, because it must pay attention to the interests of the people and carry out the functions of public services and citizens regulation. Because the main purpose of forming a government is to maintain a system of order in the community, so that people can live their lives properly (Rasyid, 2001: 13). While Cowan in Effendy (2010: 60) argues that "governance is closely related to power or power, decision making and control of a system in achieving the hopes and objectives of the nation and state". In line with that opinion Easton in Islamy (2004: 19) argues that "Only the government can

legitimately do something to society and the government's choice to do or not do something that is realized in the allocation of values to the community.

In order to achieve the goal of sustainable food land protection, as a public policy, the implementation factor is very important. Without implementation, a policy is just a document that is meaningless in social life. Hamdi (2008: 12) states that "public policy is a product of the process of governance which is also a model of choice of action that will determine the fate of its citizens solely for the relationship of serving and being served". Furthermore Nugroho (2012: 674) gives the meaning of policy implementation as "a way for a policy to achieve its objectives. Nothing more and nothing less.

Responding to the view above can be interpreted that a policy can be implemented as expected, it should be understood from the various factors that accompany it. Hamdi further explained (2014: 97) that "policy implementation can only be in the form of a simple process to achieve predetermined goals. However, in reality the process that looks simple is actually not simple ". It is recognized that policy implementation is not just a mechanism for how to translate policy objectives into routine procedures and techniques, but goes beyond that, involving various factors ranging from resources, relationships between organizational units, bureaucratic levels to political groups certain who might not agree with the policies that have been set, (Koswara, 2001: 97).

The protection of sustainable food agriculture land, the level of success is very much determined by how the Karawang regency government as a container for organizing program activities through the ability and understanding of its resources. For this reason, a comprehensive attention is needed from all implementing components, so that the implementation of sustainable food agriculture land protection can achieve the expected results. One way that can be done to overcome this is to restructure the use, control and ownership of land, including the transfer of land rights, as well as to find the best solution through integrated programs such as through the transmigration program.

There are several approaches that can be used for the success or failure of sustainable land protection programs, and solutions taken through the implementation of transmigration, in this study the author uses the opinion of Grindle (1980: 15) that "basically the implementation of public policy can be analyzed based on two things, namely the content of policy (contents of the policy) and context of policy (the context of its implementation) ". This view indicates that the successful activities of a program (policy) implementation are influenced by content. The content of the policy is an important factor in determining the outcome of the implementation initiative. However, in addition to the policy content of environmental factors (context) including social, political, and economic conditions also determine the success in its implementation.

The importance of the implementers understanding the content and context of the implementation of sustainable agricultural food protection policies and the solutions taken through the implementation of transmigration to establish a relationship that enables the goals / objectives of the policy can be realized as the final result of the activities carried out by the Karawang regency government . Thus, policies that contain goals and objectives to be achieved in their implementation need to be translated into operational activities, which are supported by the quality of organizational resources and adequate infrastructure as a complex whole for the achievement of objectives.

## **II. RESEARCH METHODS**

Scientific research conducted, requires the existence of design in its planning and implementation, which according to Nazir (2011: 84) "research design is all the processes required in planning and conducting research". It was intended to obtain good research results, the authors used a descriptive method with a qualitative approach. In the view of Bogdan and Taylor in Moleong, (2012: 3) that "Qualitative research is a research procedure that produces descriptive data in the form of written or oral words from people and observable behavior". Furthermore Nawawi, (2012: 63) said that descriptive design can be interpreted "as a problem solving procedure that is investigated by describing (describing the state of the subject and object of research at the present time based on the facts as they are.

Arikunto (2010: 114) says: "Data sources in research are subjects from which data can be obtained." Meanwhile according to Ndraha, (1985: 61) "Data sources vary: nature, society, institutions, archives, libraries and so on." For this reason, in this study the source of data came from informants, various documents or archives, agencies and libraries.

The technique used to determine informants uses purposive and snowball. According to Sugiyono (2010: 85), purposive is a sampling technique with certain considerations. In addition to using purposive sampling techniques, in this study researchers also used snowball sampling techniques. Furthermore according to Sugiono (2010: 85) "The technique of determining the sample at first is small in number, then enlarges. Like a snowball that rolled a long time to become big.

The next step is to collect data, because the main objective of the study is to obtain data. According to Nazir (2011: 174) "Data collection is nothing other than a primary data procurement process for research purposes. Data collection is a very important step in the scientific method because in general it can be collected and used

except for explorative researchers. " Meanwhile, Creswell (2002: 143) argues that the collection of data in qualitative research "involves four basic types: observations, interviews, documents, and visual images". Data collection techniques in this study include, direct observation, in-depth interviews, and documentation studies. The collected data is then analyzed, because the data analysis in qualitative research is carried out simultaneously or almost simultaneously with data collection (Irawan 2007: 70). Data analysis techniques using interactive models of analysis developed by Miles and Huberman in Sugiyono, (2010: 246), namely the activities in qualitative data analysis are carried out interactively and continue continuously until completion, so that the data is saturated. Analysis activities in this interactive model consist of: data reduction, data display, and conclusion drawing / verification.

### **III. Implementation Process**

Every policy made by the government should involve the community in its formulation, because the policy will be implemented later on to the community. With the centralization of government policies (top down) with the pattern of uniformity in the program as in the case of sustainable food agriculture land protection programs, it could result in a loss of community creativity. And sometimes even the program is not useful and does not benefit the local community because it is not in accordance with the wishes and needs of the community. Even though the success rate of a top-down program is very dependent on the ability and creativity of the program implementers who adopt the program in the area where the program is held. It was as explained by Hamdi (2014: 102) that "Success depends in large part on the skills of people in local implementation structures that can adapt policies to local conditions, the success of the program is only to a limited degree, depending on central activities.

The reality found in the field shows that the top down program lacks the support and even the community does not care about the policies implemented so far. Whereas the attitude displayed by the community is a source of initial information for the government and regional governments and related parties, to organize the policies implemented. For this reason, program makers should first carefully study and understand the local aspects of the local culture, and at the same time pay attention to the desires and expectations desired by the community. Through participatory planning, it is hoped that the integration of sustainable programs can be generated, thereby stimulating the community, especially farmers, to participate in and support the sustainable food agricultural land protection program implemented by the Karawang District Government, and at the same time find the best solution for every impact experienced by the community. especially for small farmers such as by involving in the transmigration program.

#### **1. Study of the Policy Implementation Aspects**

Karawang Regency has a very strategic location so that it becomes its own attraction so that it encourages population growth, both from the birth rate and immigrants. An increase in population has an impact on the increasing need for land such as housing and facilities and infrastructure to support various activities carried out by the community. Initially a variety of activities were carried out to meet these needs, using less productive land such as barren land, dry land and so on. However, with the increasing development in various sectors, it also impacts on the increasing demand for land, which has an impact on the shift in land use to agricultural land, especially rice fields.

The geographical location of the region is strategic because it is located between two big cities namely Jakarta and Bandung, making Karawang Regency a potential buffer zone as one of the centers of economic growth. With these conditions, making Karawang as an area that is quite vulnerable to the transfer of status of land functions, because it is used as an industrial area, housing, services and so on. Thus, if agricultural land is not managed properly, it will certainly have an impact on the activity of protecting sustainable agricultural land for food, even it will continue to occur as a result of the absence of serious steps taken by the local government in overcoming it.

The phenomenon of the function change of agricultural land (rice fields), because the local government has not seriously anticipated the lively transfer of the function of food land, especially productive land into an operational policy. The change of function of agricultural land is also caused by the existence of regional government policies that direct the spatial planning of the region to make agriculture and industry as a base in order to improve the regional economy. Through this policy precisely gives an impact on the increasing need for land that is allotted to other sectors, which will automatically increase the demand for land used.

The process of conversion of agricultural land is ultimately difficult to avoid because of the increasing scarcity of non-agricultural land that is suitable for conversion to other sectors. However, if observed further, the actual process of changing the function of paddy fields actually occurs on agricultural lands that have high productivity. While on the other hand there is a lack of attention from program implementers to conduct intensive supervision to prevent the conversion of agricultural land which has an impact on small farmers.

By looking at the development of the area in the industrial sector, housing and services, giving rise to the perception of the community, especially farmers, that farming which is the main livelihood is less promising in terms of income generation, when compared to working in other sectors. This kind of perception needs to get more serious attention from the local government, to respond to it further because it has an impact on the farmers themselves, especially small farmers and farm laborers who lose their livelihoods. With this condition, farmers as a policy target should be protected, but because they do not have a bargaining position to maintain their land, it is precisely a target for various parties, both government and private, for certain interests.

The rise of land use change will also have a direct impact on farmers' incomes, especially for sharecroppers, because agricultural land which is a source of income is decreasing, so that smallholder farmers have a tendency to find work in other sectors. While for farmers who own land, especially those who have narrow land, will decrease in line with the conversion of agricultural land. Such conditions are certainly detrimental to the community, especially small farmers, while on the other side of the local government, especially the Agriculture, Forestry, Plantation and Animal Husbandry Office, as a leading sector program, have not yet taken concrete steps to overcome these conditions, especially synergizing the program with other sectoral agencies such as involving farmers who lost land through the transmigration program.

It is realized that even though the program has been implemented, it has not yet touched the community's needs, namely economic improvement so that the condition of community empowerment and independence runs slowly. In fact, if you look at the program's objectives, it is enough to help farmers improve and develop agricultural production. However, in its application the level of welfare of the farmer community has not become better, because the income it receives is only enough to meet the needs of daily life. Thus, problems that still need further handling in supporting the success of increasing food security and community welfare as referred to in the objectives of the government program.

## **2. Study of the Aspects of Policy Targets**

In fact, the various policies implemented so far do not seem to reflect the wants and needs of the community, so any government program that is implemented has not completely changed or solved the problems of people's lives. Therefore, in the implementation process it often encounters obstacles, especially in operational technical issues, such as how the implementing regulations, how mechanisms and procedures, who is authorized in implementing the policy, and how the contribution benefits obtained. By understanding this condition, the actual implementation of the government program is not only related to the mechanism of translating political decisions into routine procedures through bureaucratic channels (government), but more than that, the program also involves issues of conflict, decisions and who gets what from a policy, (Wahab, 2012: 59).

Transfer of function of food land (rice fields) which is increasingly rife due to various interests that accompany it among the actors involved, namely, the government, the private sector or buyers, and the farmers themselves. This reality shows that the program for protecting sustainable agricultural land has not been implemented well, because it has had many impacts on some farmers, especially small farmers and smallholder farmers who have lost their main livelihoods. The persuasion of various parties, especially brokers (brokers) who often work together with local authorities to force the will of farmers to sell land, which ultimately harms both farmers and landowners, because they have an impact on some farmers selling their rice fields, and switching professions to the field others that are not the main occupation.

At present most of the land in Karawang is owned by the private sector, where the lands are partly paddy fields. The land purchase process is carried out by utilizing bureaucrats and brokers, by intimidating farmers to sell their land, resulting in the formation of guntai lands. Paddy fields owned by private parties and individuals who are not residents of the Karawang Regency, are currently greater (80%), when compared to the Karawang population which is only around (20%). Such conditions show that the policy program for sustainable agricultural food protection has not been implemented, and can even be said to be a failure, because it has caused a lot of harm to farmers.

The land conversion has had an impact on the production results and income earned by farmers, where many farmers who have sold their entire land have turned into cultivating farmers or agricultural laborers. On average these farmers lack adequate skills and skills in other business fields, making it difficult for them to switch professions to other sectors. The occurrence of land use change has implications for community income and employment opportunities in increasing income and welfare, while on the other hand there are no concrete steps taken by local governments to protect and find solutions to overcome these problems.

Reality found shows that landowners tend to convert land, even though the land owned has high productivity. Because for them, the results of land sales obtained are still higher when compared to the rice production results obtained. That's because, many paddy fields that have high productivity are on the main road that has a high opportunity cost, so it is difficult for farmers to maintain it. For farmers who have quite large land, the proceeds of the sale can be used to buy paddy fields in other regions which have cheaper land prices. But on the contrary

for farmers who do not have large tracts of land, the proceeds from land sales will be used to meet their daily needs or other needs.

As the conversion of food agricultural land takes place, then the local government should find the best solution through the related sectoral agencies so that it does not have further impact. Due to major changes that occur in an area, where previously a paddy field changed its status to a meruhaman or industrial area. The impact experienced by farmers along with the dynamics of development not only causes a decrease in agricultural land area, but also has an impact on the environment. Along with the frequent changes in land use from agricultural land to non-agricultural land cause changes in environmental conditions, such as floods in the rainy season and drought in the dry season.

As a result of the ineffectiveness of programs implemented in the field and the absence of program synergies that have an impact on the environment. The development intensity is quite high in various sectors, indicating an increase in the amount of waste generated has increased, thus affecting the condition of the surrounding environment that is felt directly by the community. This is due to the fact that most of the community does not pay attention to the condition of the settlement environment, as a result of the lack of attention of the implementing apparatus in providing guidance and counseling to the community.

Karawang as one of the regions that has become an icon of the national rice barn, has made most of the area a fertile rice field, but ironically most of the people who are engaged in agriculture, actually live below the poverty line. Although the program has been implemented to protect sustainable agricultural land, it has actually affected some farmers who lost their main source of income as a result of land conversion. Noting that, it should get the attention of various components, especially the Local Government bureaucracy, to continue to improve by finding solutions for small farmers such as inviting the public to participate in the migration program in order to improve their living standards and welfare.

#### **IV. AFFECTING FACTORS**

In the paradigm of the new government, conceptually the community is positioned as the subject and at the same time the object of the policy, while the government on one hand functions as the only regulatory agent or direction in the program being implemented. Thus through the assessment will be able to provide an explanation of one or more forces that determine the impact of the policy. Policy implementation is only one important variable that influences the success of a policy in solving public problems, (Winarno (2011: 148).

Analysis and interpretation of sustainable food protection programs refers to the policy implementation model according to Grindle, which places policy implementation as a political and administrative process, which can only be started if the goals and objectives that were originally general in nature have been detailed, action programs has been designed and a number of funds / costs have been allocated to realize the policy goals and objectives. In Grindle's view that the success or effectiveness of a public policy implementation can be seen from the contents of the policy and the policy context.

##### **1. Fill in the Policy**

The activity of sustainable food land protection programs is very dependent on the consistency and commitment of the implementing apparatus in paying attention to various aspects contained in the policy content, which always refers to whether the implementation of the policy is in accordance with what has been determined by looking at the policy action. Because public policy in its implementation must involve a variety of interests, because it is largely influenced by the various goals and desires to be achieved, and by the way the formulation of the objectives of the policy. The protection of sustainable food agriculture land has not been carried out as expected, because although the program is in the interests of the community, especially farmers, there are various interests that are affected, both the makers, implementers and the community as policy targets.

The reality is that the sustainable food agriculture program has been implemented in recent years, but it has not been implemented as expected because it is influenced by various interests. For this reason, it must be responded wisely and wisely by the implementing apparatus to be more proactive in providing intensive guidance and counseling and supervision for farmers as the target of the policy. That is because a program in practice, will involve many actors and factors because their interests influence the success or failure in accordance with the expected objectives.

Through the involvement of these actors, it can be fully or even not in its implementation, certain and more or less will be determined by the contents and how the process of administering the program in reality. Thus, what is done is the result of a tug-of-war between the political interests of groups competing for resources and certain steps taken, responsiveness of the implementers and actions of the political elite which all interact in certain institutions, to achieve various interests as expected.

The success or failure of a program is closely related to a number of interests involved in it. Through the involvement of actors who have the above interests, they have a feeling of closeness to the authorities and are spread on various lines or levels of government. Actors who have these interests have a nuance of closeness to

the authorities and are spread across various lines in the government, both in districts, sub-districts and villages. The influence of interests on each decision or activity carried out on each government service unit is able to determine whether the program is running or not.

Even though the program has been held, it has not contributed sufficiently in the process of preventing the conversion of agricultural land for food, especially for productive agricultural lands. That is because the role of the implementing apparatus in charge in the field is not sufficient to provide guidance and counseling to the community. With this condition, in the last few years it is often the case that productive agricultural land is converted into land for the benefit of other sectors such as housing, industry, and services.

For this reason, socialization requires the support of various local governments in supporting various activities carried out by the farming community in increasing agricultural production. But in reality, program implementers who are supposed to protect farmers to maintain their land, are less in favor of the community and even protect farmers, but instead take sides and cooperate with capital owners who want to utilize productive agricultural land for the benefit of other types of activities outside agriculture sector.

Whereas various types of other benefits are expected with the existence of a program that is for the government is an obligation that must be implemented because it involves the efforts of local governments to maintain the region as one of the rice barns in Indonesia. As for the community, the type of benefits expected from the program is the fulfillment of various basic needs of farmers, so that they can carry out various activities to increase agricultural production as a source of family and economic income, while at the same time increasing their welfare.

Thus, the type of benefits of a program is to make various changes to improve the quality of people's lives both in the economic and social fields. However, have the benefits been felt by all the farmers? All of that is very dependent on the ability of the implementers to provide quality services to the community as the target of the program, so that the community feels cared for by their government.

Sustainable food land protection programs basically want to organize the regional economy in agriculture in the direction of higher quality. Therefore, the level of success is very dependent on the readiness of supporting resources of the apparatus or program implementers. The executive apparatus holds a strategic role and position to ensure the effectiveness of the program's implementation in accordance with the stated objectives, and in order to achieve the targets as expected. In order to realize the objectives of the program, the implementers are required to be able to focus on the problem of how to achieve the consistency of the objectives as contained in the various activities implemented.

The sustainable food land protection program is a product of government services, so we need the attention of the integrated local government bureaucracy to provide guarantees of ease and justice for citizens, to the problems faced. Because one of the goals of the program is the realization of changes in the attitudes of citizens towards the policy. The program implementation process requires the support of qualified officials and responsiveness to the needs of the community as the party that receives benefits.

In fact, the program implemented has not changed much in the behavior of community life, especially for farmers both owners and tenants, from various activities carried out by the implementers in the field. Whereas the changes desired by the program makers include changes in the organization and way of working and demands the issuance of guidelines on work mechanisms as an operational translation of central policy. As such, it is not surprising that a program that has been approved and implemented in the field creates many different interpretations between what is expected or planned and actually achieved, and the small farmers who feel the impact.

It seems that the local government bureaucracy still needs the development and enhancement of institutional capacity, especially for implementing actors entrusted with the tasks and functions intended. In that context, William as quoted by Wahab (2012: 61) which confirms that "implementation capacity of the organization / main actor or group of organizations is nothing but the ability of an organization or actor to carry out decisions in such a way that there is a guarantee that the goals or targets that have been set in the policy can be achieved.

The characteristics of an implementing organization are fundamental factors to be studied in program implementation, because the bureaucratic structure is a characteristic of implementing agencies or organizations that are considered to have all the resources, systems and work procedure standards, through hierarchical and authority lines. So that the success of the program, is largely determined by various supporting factors such as standards and procedures, as well as how to synergize the program. Completeness of the standard work procedures are needed in assisting the implementers in carrying out their duties and functions to be carried out effectively, avoiding deviant behavior.

Obviously whether or not this standard work procedure on one hand is very helpful in carrying out activities effectively, but on the other hand by pressing the implementers not to take discretionary measures, it can be seen as an effort to succeed the program being implemented. This is because the organization consists of various elements or elements that have close and interrelated ties and cooperation, and are bound to a work system, which must be obeyed to achieve the goals set. However, the activities carried out have not clearly stated the

types of authority they have, so that the impact on the activities carried out by the implementers is still partial, because there are no implementing regulations.

The unclear influence of the division of authority and the coordination mechanism that must be carried out by the parties involved, influences the ineffectiveness of the program. The inconsistency of the implementers and the mechanism of coordination and supervision in the implementation of program activities, is also caused by the target of completing activities imposed on the implementing apparatus in the field. Therefore, it is necessary to have a procedure and mechanism that technically regulates the implementation of activities through technical instructions and implementation instructions so that they can be used as a guide for the authorities, in the operationalization of activities in the field.

Thus, the Central Government as the decision maker to pay attention to instruments about how the process of implementing the program can be started from providing implementing resources, building a harmonious communication network between the makers and program implementers who are scattered at various levels of government, how to make implementation instructions, providing budget allocation and providing supporting infrastructure and supporting community participation. According to Jones (1996: 293), "implementation is an application intended to operate the program, in this case a sustainable food land protection program." In operating the policy, the quality of the human resources of the implementing apparatus is very important.

Reality on the ground illustrates that there are still many implementing apparatuses that do not understand the direction of the program correctly, leading to the assumption that the protection of sustainable food agriculture land is not a program that is a priority of the Regional Government. This lack of attention can also be seen from the implementation of the structuring of activities that have not yet become part of regional development planning (budget). This can be seen from the lack of guidance and supervision carried out by the implementers in the field in various activities carried out, thus affecting the lack of community participation to support the program.

In order for the program to be carried out effectively in accordance with the objectives, it is demanded the ability of the understanding of the implementers to know or understand what must be done. The lack of attention of the local government as the decision maker or decision maker towards various supporting instruments and the lack of communication between the various stakeholders involved, has an impact on the level of understanding and knowledge of the implementers that is low on the meaning of the program implemented, so that it has an impact on farmers.

The existence and presence of implementing apparatus resources, not only at the stage of operating the program, but at the stage of providing an understanding to the target group to be able to reach and obtain public services on an initiative basis. Thus, it is necessary to provide adequate budget and incentives to the implementing apparatus, so that it can improve its performance, especially in providing quality services for farmers.

Program activities will run effectively, when the implementers are not only able to know and understand what they have to do, but also the form of contributions they want to be fulfilled from the program. The space and freedom of the authorities to act in the field as a result of the unclear regulations, can affect the level of success in implementing activities. Therefore, resources are one of the important variables in supporting program success, but inadequate resources cause the possibility of program implementation to be ineffective.

public policy is very difficult to embody. As Dunn (2003: 86) explains that "the integration of resources to support policy implementation must be provided simultaneously. The combination of these resources includes funds, human resources, equipment and materials. " With the availability of adequate resources in program activities the easier it is for the policy implementor to respond to the demands of the program.

On the other hand, the lack of integration and synchronization of programs implemented by implementers in the field can result in the failure of various programs implemented, which will certainly have an impact on the community as the program target. Though it is the duty and responsibility of the local government as stakeholders to synergize various programs, and at the same time find solutions as the best alternative if there is a desire from the bureaucracy itself in order to improve the lives of the people it is responsible for.

## **2. Policy Context**

The program from the central government that has been held so far, local governments are often given the burden to provide operational bailouts, apparatus resources and prepare target groups. With these conditions, local governments are required to participate in disbursing a portion of the budget for the success of the activities carried out. Even though in reality, it is not certain that the regional government will prepare or have a budget for the program. With such conditions, often the local government is very reluctant to work optimally, such as providing coaching, counseling and supervision of the programs that are disbursed.

Whereas substantially a good program is one that is able to provide impetus for every community member to build and develop their competitiveness. However, that does not mean that public policy is easy to make, easy to implement and easy to control, because public policy involves political factors, (Nugroho, 2012: 101). When it is associated with sustainable food agriculture land protection programs, the success obtained by implementing

actors depends a lot on the political will of the authorities. Therefore, the influence of the environment both political and economic in the success of the program, in accordance with the objectives can not be ignored from environmental factors.

The reality found shows that the condition of the community, especially small farmers, is quite apprehensive as a result of the many farmers who have sold their rice fields to meet their daily needs. Generally, the farmers who have capital are not indigenous, but come from outside the Karawang region. This condition occurs because farmers generally assume that working in the agricultural sector is not promising, when compared to working in other sectors such as in industry and services.

Anticipating this, there is a need for coordination, communication and program synchronization between the sectoral agencies concerned, so that the integration of program activities can be carried out properly. Program coordination, communication and synchronization are intended, because the sub-district and village bureaucracy is a local government organization that is closest to the community, so that in those ranks they are more aware of the desired needs especially for farmers. Thus, each implementing apparatus in the field can understand the duties and functions of each of the success or failure of the program implemented, as well as be able to solve various problems that occur in the community.

Given the possibility of differences in the commitment of the program implementing apparatus to the goals and objectives that have been set, the granting of freedom of action is likely to cause fairly basic differences in the level of program success. In this context, an appropriate and adaptive approach and model of program implementation are needed and can be accepted, both by the farming community as the target group. Therefore in the perspective of implementing public policy, the variable of power and authority is a product of position, and the bureaucracy is part of power. Power and authority are the bureaucratic monopoly over all fields of life, creating a bureaucratic internal tendency towards a way of working that is too rigid and often creates an ineffective implementing apparatus in program implementation.

The various steps taken by the government in the implementation of this program began with the alignment of the vision, mission and objectives between the government, local government and the community as targets. That is because the government as the authority to solve public problems, so that people only accept it because the government has the right and monopoly on government services, although in reality not all people support the program. In this context the existence of the apparatus human resources in building agreements to implement the program is a very important factor in the implementation of the program, but in reality it is rarely seen by officials who supervise and control land conversion.

If the program implementation continues, the central and regional governments can establish a partnership or build cooperation and synergize the program as an actualization of its commitment to succeed the program's success from the time it was implemented. The partnership can be started from the aspects of funding, technical assistance, and management so that the program's activities are not enough to stop after it is finished, but still sustainable. Therefore, the synergy of officials in building joint commitment in the preparation of sectoral development programs can support the effectiveness of the implementation of the program precisely in achieving its objectives, as well as being able to find solutions to its solution when the program experiences obstacles in its implementation.

The reality is that program implementers in the field have not complied with procedures and applicable regulations, so there are various obstacles encountered. On the other hand there is no synchronization of the program among the implementers, giving an indication that there is no strong commitment from the local government bureaucracy in an effort to prosper the community. A program in its application should be effective or successful, it must have a legal basis including implementing regulations, implementing resources and integrated programs that are implemented, because each implementing agency has its own characteristics, both in terms of organizational structure, duties and functions, authority and formal object of service.

The protection of agricultural land for sustainable food is the responsibility and monopoly of the government, which is carried out by the government bureaucracy formed by laws and regulations. Public service providers will increasingly exist when they have the authority given by the leader or the ruler. In the context of the successful implementation of the program, a very important and the focus of attention is how the ability of implementing organizations to build communication and coordination with the community, because the characteristics of a public service institution in addition to determining the success or failure of a program, also affects the environment in which the program is implemented.

Program implementation will be effective if the implementing bureaucracy adheres to what is outlined through the implementation instructions, technical instructions. The assumption is that the goals and objectives of the program must be clear and consistent, because it is an evaluation standard and a legal means for the implementing bureaucracy to mobilize the resources it has. These resources are expected to have the ability and insight, have dedication, obedience, and high loyalty to the tasks and functions carried out, in addition to providing solutions when a program experiences obstacles in its implementation.

The urgency of the obedience of the apparatus in carrying out the tasks in accordance with the provisions of the regulations that have been outlined and becomes an obligation that must be carried out is for the creation of the effectiveness of the implementation of sustainable agricultural land protection programs. This is as stated by Siagian (1995: 109) that "A government bureaucracy is required to work with the highest level of efficiency, effectiveness and productivity, and provide the best possible service.

The reality found that, the implementation of the program has not been carried out as expected, due to the lack of compliance and responsiveness of the implementing apparatus in the field in carrying out the duties and functions carried. Furthermore, the small farmers who were affected by the program that were considered to be failing, received less attention from the local government, especially related agencies, in order to solve the problem at hand. Therefore, in order to anticipate the emergence of inconsistent actions taken by the implementing apparatus in the field, it is necessary to increase the competency of the apparatus resources.

The emergence of various attitudes and awareness of the people who did not participate in supporting the programs implemented reflected the powerlessness of the government bureaucracy itself in providing services and community empowerment. That is because the regional government has not yet formulated various operational rules that are operational in nature, and seems to still work by relying on the power of the bureaucratic hierarchy, where orientation and workshops only involve structural officials. In fact, if various programs implemented by the government involve the role of other stockholders, such as officers who work in the field and the community component early, then the program implemented is expected to solve the problems faced by the community.

### **EFFORTS THAT ARE DONE**

Policies made and implemented aim to create a prosperous society, so that the function of the government as a servant produces justice, the function of empowerment will encourage community independence and the function of development will create prosperity for the people. Therefore, in line with the principle of regional autonomy, where the delegation of authority to regulate and manage households is left to the Regency / City, the Karawang Regency Government seeks to implement a program to protect sustainable agricultural land for food, as a form of empowerment and public services that must be met.

Along with the increasing dynamics of increasingly complex community needs, resulting in frequent occurrence of various social problems such as the occurrence of the conversion of productive agricultural land which is very detrimental to farmers. Therefore, the process of handling the problem in question for the farming community in the Karawang regency must be carried out thoroughly, because it is not only the responsibility of the government, but also a joint responsibility that involves the active participation of the community. However, it is recognized that policy implementation does not always work as desired, because there are many factors that can influence the success of the policy implementation.

#### **1. Policy Socialization**

Success or failure of a program in principle requires the ability of the implementers to actually design or herald the policy without any obstacles that arise, formulate activities carried out clearly, and coordinate activities between related agencies in an integrated manner, and form target groups. The implementation of decisions in a program should be adjusted to the mechanism outlined in it. Because it is common for a decision, identify the problem to be overcome, explicitly state the goals and objectives to be achieved, and various ways to structure or manage the implementation process.

In reality, the socialization and guidance given to farmers regarding regulations has not been carried out continuously by the regional government. Though it is very important to do to motivate the community while understanding the characteristics of the community, but it has not been fully done. In fact, in carrying out program activities, certain differences were still found between the objectives and decisions taken by the implementing apparatus in the field. Constraints faced are due to the lack of awareness of the implementing apparatus in providing guidance, counseling and supervision to the community. The implementing apparatus is often not in the field when the community requires input of suggestions and opinions in various activities carried out.

If the policy is to prevent changes in the function of agricultural land at the farm level, then in fact the program should not only be implemented to meet the applicable provisions and seem to be half-heartedly carried out by the implementers, but carried out truly intact and in accordance with community expectations. This can be seen from the lack of socialization, guidance, counseling and supervision carried out by the implementing apparatus causing the community to lack knowledge and innovation on the impact.

Thus, so that every activity carried out by the implementor requires the achievement of the results as desired, then the effort that should be done as part of the component of policy implementation is to conduct intensive socialization, guidance, counseling and supervision. This is in order to increase the knowledge and skills of farmers about the impacts arising as a result of the conversion of agricultural land, but that has not yet become

the full attention of the implementing apparatus. Whereas the implementor has a very strategic role in bringing the spirit of change in people's behavior towards a better future. The executing apparatus has multifunctional characteristics such as being able to act as a companion, informant, communicator, exchange ideas with each other in order to find out every problem encountered, and find the best solution for farmers.

The phenomenon that occurred also influenced farmers' ignorance despite the various activities carried out by the Karawang regency government, related to the protection of sustainable food land, due to the lack of seriousness of the implementing apparatus to work well. The reason is related to the lack of seriousness of the implementers of the policy to supervise because of the lack of coordination and synchronization of programs carried out by sectoral agencies concerned, especially in providing empowering and providing the best service to the community, especially in overcoming and finding solutions to various problems faced by farmers.

Anticipating the problem, the efforts taken by the Karawang regency government to control the conversion of agricultural land functions at the farm level should be improved facilities and infrastructure to support agricultural businesses, such as repairing irrigation facilities, providing superior seeds, fertilizers at affordable prices by farmers. Intensifying agricultural development and counseling, especially on the effects of agricultural land conversion for food security, as well as providing incentives for farmers in the form of credit facilities for farming and supporting assistance for farming, or finding other solutions for the community such as through the transmigration program. While at the level of the local government bureaucracy as the program implementer, it is advisable to integrate various community empowerment programs through cross sectoral coordination between related institutions so that they are expected to be able to overcome various problems faced by the community, in order to improve their lives and welfare.

## **2. Formulation of Operational Policies**

The implementation of a policy is basically an interactive activity, so it is inseparable from various factors that can directly or indirectly influence the level of success or failure in its implementation. Therefore, no matter how well a policy has been formulated well, but in its implementation it did not work properly and even did not succeed in its implementation. Various obstacles faced in efforts to maximize the protection of food agriculture land include, the lack of integration of program activities, the limited ability of policy implementors, the inconsistency of the policy implementing apparatus, and the inclusion of local government bureaucracy in policy formulation. This shows that the programme's goals from the central government will not succeed optimally as expected, because they have not been carried out optimally and even failed.

To prevent the conversion of agricultural land, a formulation of operational policies in the form of Regional Regulations and implementation instructions and technical instructions are needed, so that it can be used as a guide for each implementing apparatus in carrying out its duties and functions. Besides that, it is necessary to tighten the rules on the sale and purchase of land to maintain productive agricultural land, as well as the provision of subsidies and improvement of facilities and infrastructure to farmers, so that they can increase their production yields, in addition to finding solutions to solutions for small farmers and farm laborers who have lost land as the main source of income.

Sustainable food agricultural land protection programs are top-down policies, so that policies often derived from the center are still general or abstract and require creativity and regional innovation power to interpret the substance of the policies in the form of operational policies so that they can be implemented in the regions. This is important, bearing in mind that it can lead to various forms of programs that are formulated and implemented to clash or overlap between policies that have been made by the upper government and those at the lower level. One of the main obstacles that are often felt regarding government service performance is implementers are slow to respond quickly to implemented programs, in an operational form.

This condition is caused by the executives who prefer to wait for orders and instructions from the top management level and are less able to understand and interpret the meaning of a policy derived from top management (government at the top level). The lack of realization of program implementation, shows that precisely the central government as a policy maker as a cause of its implementation is hampered, due to the lack of overall attention through monitoring and supervision of the activities of the programs carried out by local governments. This has caused a lack of seriousness from the regional government bureaucracy to carry out the central government program effectively and efficiently.

For the implementing apparatus the important thing is that the program activities are carried out in accordance with predetermined procedures, while achieving or failing the objectives of the program, it is not the responsibility of the problem. This phenomenon is supported by the statement of Rasyid (2007: 23) that "the government consists of individual human beings is not an angel, so in essence has a tendency to break the rules, accumulate and use power arbitrarily.

The importance of implementing sustainable agricultural land protection programs in the era of regional autonomy that is rolling, requires an action that is an initiative of the region to prepare a system of regional governance that is accountable and in accordance with the conditions of the socio-cultural characteristics of the

community. In the condition of local powerlessness in giving birth to a government system that is in accordance with the socio-cultural conditions of the community quickly and precisely, it can have an impact on the slow decision making process. Meanwhile, over time, it has had an impact on the increasing and complex demands of the community's needs to be able to enjoy or change their quality of life.

Seeing such conditions, it can be ensured that the sustainable food agriculture land protection program is still far from the expectations of the community as the program's target. That is because of the various limitations that are owned, both apparatus resources are also supported by the absence of Regional Regulations that are used as guidelines in the implementation of activities. In fact there are various programs in agriculture that have been launched in the current era of regional autonomy, intended to empower and improve the level of community life. Therefore, it would be wise, if all stakeholders embrace small farmers who lose their livelihoods to reorganize their lives, through the transmigration program as a solution for solving the problem of failed sustainable agricultural land protection programs.

## **V. Conclusion**

The implementation of sustainable agricultural food protection policies has been implemented, but has not yet reached optimal results. This is due to the various interests that accompany the implementation of the said program, where one side of the local government wants to synergize industrial development with development in agriculture, but the reality encountered on the field precisely development in the non-agricultural sector is experiencing rapid development, while in the agricultural sector experiencing a decline that affects small farmers and farm laborers who lose their livelihoods. On the other hand, the regional government seems half-hearted in synchronizing the program, and has not even taken concrete steps to address the problems faced by the community, especially farmers and farm laborers who lose their livelihoods as a result of the shifting of land functions.

Efforts taken to overcome obstacles in the program have not been carried out properly, due to the lack of socialization, guidance and counseling as well as supervision conducted by the implementing apparatus, so that the program has not been implemented as expected. On the other hand, there are no Regional Regulations or implementation instructions and technical guidelines that are used as guidelines by the implementing apparatus in the field, so that the activities carried out have not been carried out according to the direction and objectives set. Therefore, there is a need for attention from various components, especially the bureaucracy of the Regional Government to find solutions for small farmers such as inviting the public to participate in the migration program in order to improve their standard of living and welfare.

The achievement of program implementation has not yet reached, forming a policy chain due to factors, as follows:

- a) The contents of the policy have not been carried out properly, due to the lack of consistency of the policy implementers in understanding the contents and objectives of the sustainable food agricultural land protection policy, causing the activities carried out have not yet reached optimal results. Likewise, the lack of ability of the implementers in synergizing various programs, as well as finding solutions as the best alternative in order to improve the standard of living of the community for which they are responsible.
- b) The policy context has also not been carried out properly, due to the lack of cross-sectoral coordination with lower-level governments, as well as the absence of a clear division of tasks among the implementing apparatus in the field, so the tasks carried out are unclear and lacking direction. In fact, if various programs implemented by the government involve the role of other stockholders, such as officers who work in the field and social components early, then the program implemented is expected to solve the problems faced by the community.

## **VI. SUGGESTION**

The program for protecting sustainable agricultural land is not yet optimally implemented, so it is recommended:

1. It is necessary to strengthen the institutional capacity of the bureaucracy of the regional apparatus as the implementer through coordination, communication and synchronization of the program while providing clear authority and responsibility, as well as providing opportunities for the implementing apparatus to improve their capacity to overcome various problems faced by the community, especially poor farmers and farm laborers.
2. It is necessary to optimize the role of coaching, counseling and supervision, which is carried out through concrete steps in overcoming various impacts faced by small farmers and farm workers who have lost their livelihoods while at the same time contributing to improving the standard of living and welfare of the community through empowerment and services which is given.

3. The regional government needs to reduce the high population growth rate of the migrant population who want to work, as well as the high rate of births through guidance and counseling and supervision so that they can change the mindset of the community for the better.

4. Considering that 60% of the Karawang Regency people are known to live below the poverty line and the population density level is quite high, the local government needs to relocate the poor through the transmigration program which is one of the leading programs to realize the Government's Nawa Cita in order to alleviate poverty.

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