



## Implementation of protection policy sustainable food agricultural land (LP2B) in Balinggi district Parigi Maoutong regency

Serly Mertina <sup>1\*</sup>, Ani Susanti <sup>2</sup>, M Nur Alamsyah <sup>3</sup>, Mohammad Irfan <sup>4</sup>

<sup>1-4</sup> Master of Public Administration, Master of Public Administration Study Program, Tadulako University, Indonesia

\* Corresponding Author: Serly Mertina

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### Abstract

In general, this research aims to analyze the implementation of the Sustainable Food Agricultural Land (LP2B) policy in Parigi Moutong Regency. This research uses a qualitative method, namely a method prepared based on certain rules in a real context, which aims to systematically describe and explain accurately the Sustainable Food Agricultural Land Protection Policy (LP2B). The theory used is the implementation of Edward III's policies which includes four main aspects: communication, resources, disposition and bureaucratic structure.

The research results show that the implementation of the LP2B policy faces various significant obstacles. In the communication aspect, the transmission of policy information is uneven, information clarity is low, and inconsistencies in delivery create confusion among farmers. In terms of resources, limited authority, lack of number and capacity of agricultural instructors, minimal budget allocation, and lack of irrigation and road infrastructure are the main obstacles. In the disposition aspect, the weak commitment of policy implementers and the absence of firm sanctions lead to policy violations. Meanwhile, aspects of the bureaucratic structure show low efficiency, fragmentation of responsibilities, and a lack of clear standard operating procedures (SOP). To overcome these problems, this research recommends increasing communication with approaches that are relevant for farmers, strengthening resources in the form of authority, extension capacity, budget allocation and infrastructure. Apart from that, increasing government commitment through strict supervision and strict sanctions, as well as simplifying bureaucratic structures and increasing coordination between agencies are also very necessary. With these improvements, it is hoped that the implementation of the LP2B policy can run more effectively, achieve the main objectives, and provide real benefits for the people of Parigi Moutong Regency.

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### Introduction

Sustainable Food Agricultural Land (LP2B) is an important concept in maintaining national food security in the midst of rapid changes in land use. LP2B aims to protect agricultural land from conversion to non-agricultural land. The conversion of agricultural land in Indonesia has become a major concern in spatial planning and policy. Sustainable Food Agricultural Land (LP2B) is a concept introduced to protect agricultural land from conversion to non-agricultural use, ensure the sustainability of food production, and maintain national food security. Therefore, the government implements the LP2B policy to ensure that productive agricultural land is maintained and can support national food needs.

George C. Edwards III was an expert in the field of public policy known for his theories of policy implementation. This theory includes four key factors that affect the success of policy implementation. In the context of LP2B, this theory can be applied as follows: Communication, resources, disposition or attitude of the implementer, and bureaucratic structure. The Sustainable Food

Agricultural Land (LP2B) policy in Indonesia has undergone development, in line with the government's efforts to strengthen food security and maintain the sustainability of agricultural land. In the years Finally, the LP2B policy continues to be updated to accommodate existing challenges and needs. The Indonesian government has issued various regulations and policies that support LP2B. One of the latest is Presidential Regulation Number 59 of 2019 concerning the Control of Rice Field Land Conversion. This regulation aims to prevent and control the conversion of rice fields that are increasingly widespread. This land is determined based on certain criteria such as soil fertility, adequate irrigation, and agroclimatic suitability. Food security is a strategic content for every country, including Indonesia. With the population continuing to grow, the need for food is also increasing. LP2B is the key to ensuring that national food production remains stable and able to meet these needs.

The conversion of agricultural land to non-agricultural land will reduce the area of land available for food production, which ultimately threatens food security. The Indonesian government has issued various policies to protect agricultural land through LP2B. Law No. 41 of 2009 is the main legal basis that regulates the protection of this land. In addition, various government regulations and regional regulations also support the implementation of LP2B. LP2B policies in Indonesia have been regulated in various regulations, but it is often found that these regulations are poorly understood by implementers in the field.

The implementation of LP2B requires a sufficient budget for mapping, supervision, and counseling to farmers. Well-trained human resources are also needed to run the program. Budget limitations and experts are an obstacle in the implementation of LP2B. The success of LP2B is highly dependent on effective coordination between various agencies, such as the Ministry of Agriculture, the Ministry of Agrarian Affairs, and Spatial Planning, as well as local governments. Communication barriers often occur, especially at the level of local governments with diverse interests.

The awareness and commitment of the implementers in the field, including local government officials and farmers, greatly influenced the success of LP2B. It is often found that this commitment is uneven, where some regions are more serious in implementation than others. An effective and efficient bureaucratic structure is essential for policy implementation. The existence of a special unit that handles LP2B and clear procedures will help in the implementation of this policy. However, often complicated and overlapping bureaucracy hinders implementation.

Policies related to land use transfer are usually realized through regulations and regulations that regulate land zoning, development permits, and environmental conservation. This policy must be designed to optimize the use of chili land to maintain ecological balance. An important tool in land conversion policy is spatial planning. This involves determining which areas should be developed and which should be protected. Policies can also include incentives to encourage specific land uses, such as tax incentives for affordable housing development, as well as disincentives to prevent environmentally damaging land use.

Land conversion often involves diverse and conflicting interests. Political actors, such as government officials, politicians, developers and the public, all have different interests in this process. Political processes and land

conversion often involve negotiations and conflicts. Politicians must navigate competing interests and reach a compromise that is acceptable to all parties. Likewise, political support is very important in the politics of land conversion. Political leaders must ensure that the proposed policies have the support of the public, through public consultation and community involvement in the decision-making process.

The role of bureaucracy in land conversion plays an important role in the implementation of land conversion policies. This includes the issuance of permits, development supervision, and regulatory enforcement. The effectiveness of the bureaucracy is highly dependent on its administrative capacity. The bureaucracy must have sufficient resources and competence to manage the land conversion process efficiently. Land conversion often requires coordination between various government agencies, such as planning, environment, and infrastructure departments. Good coordination is essential to ensure that policies can be implemented smoothly. Sustainable Food Agricultural Land (LP2B) is a strategic effort to protect agricultural land from uncontrolled conversion, maintain food security, and encourage sustainable agricultural practices. LP2B requires clear policy support, adequate resources, proper coordination between agencies, and awareness and commitment from all parties involved.

The rice field system is a multifunctional system. Pasandaran (2006), said that there are three main functions related to each other that require a harmonious relationship so that the system can maintain its existence. First, functions that support the production of food, land, water, farming practices and related institutions are necessary elements in the production process. The second function is the conservation function. Included in this function is the maintenance of existing biophysical elements, such as irrigation networks and rice fields. If these elements are preserved, the conservation function can take place properly. The third function is the inheritance of cultural values. Included in these functions are social capital and local wisdom that regulate human relations and human relations with their environment. Conflict management in the context of resource utilization is one of the elements and cultural values.

According to Pasandaran (2006), there are three factors, both alone and together, which are determinants of land conversion, namely the scarcity of land and water resources, development dynamics, and population increase. The impact of land conversion is not only felt by land owners, but can be widely felt by all levels of society. In addition to declining productivity, land conversion has a further impact on drought and pest attacks. Land conversion is *irreversible*, while efforts to overcome the decline in productivity are constrained by development budgets, limited land resources and technological innovation.

Considering that the impact caused by land conversion is so widespread, it is necessary to have efforts to control it. Based on research conducted by Mukhtar Rosyid Harjono (2005), agricultural land conversion control is a system that involves regulations and actors. So that there is a need for mission attachment between agencies in order to integrate various interests in the context of agricultural land control. In addition, there is also a need for socialization to the community about the importance of preserving agricultural land for food security.

Sustainable agriculture is a process that utilizes agricultural

resources optimally to meet the needs and welfare of today's society without having to sacrifice the needs and welfare of future generations. Along with the rate of conversion of agricultural land to non-agricultural land, agricultural resources that need to get priority are agricultural land, especially food agricultural land.

To control the conversion of agricultural land, through the Indonesian Law Number 41 of 2009 concerning the Protection of Sustainable Food Agricultural Land, it is hoped that it can encourage the availability of agricultural land to maintain independence, security and food sovereignty. Law Number 41 of 2009 aims to:

- Protecting food agricultural areas and land in a sustainable manner;
- Ensuring the availability of sustainable food agricultural land;
- Realizing food independence, resilience, and sovereignty;
- Protecting farmers' ownership of food farmland;
- Increasing the prosperity and welfare of farmers and communities;
- Improving the protection and empowerment of farmers;
- Increasing the provision of jobs for a decent life;
- Maintain ecological balance, and;
- Realizing agricultural revitalization.

The legal basis behind the Regional Regulation on Sustainable Food Agricultural Land (LP2B) is: Regional Regulation Number 2 of 2021 concerning the Protection of Sustainable Food Agricultural Land (Regional Gazette of Parigi Moutong Regency Number 2 of 2021 Supplement to the Regional Gazette of Parigi Moutong Regency Number 1); The Regional Representative Council of Parigi Moutong Regency and the Regent of Parigi Moutong decided on Parigi Moutong Regency Regional Regulation Number 2 of 2021 concerning the Protection of Sustainable Food Agricultural Land. The impact that can occur on land conversion apart from the imbalance of land ownership by the community which can result in conflicts, land can also have an impact on the development of staple food biodiversity in Indonesia if the availability of agricultural land is not quickly converted into sustainable agricultural land which is expected to be consistently become agricultural land in Indonesia. The mandate of the regulation on the protection of sustainable food agricultural land that existing agricultural land cannot be converted other than its function as productive agricultural land, so that in Parigi Moutong Regency it is expected to be implemented optimally through a set of regulations that have been in order to produce staple food commodities that can become sustainable food for each region to excel in so that it can solve the problem food security and food sovereignty.

Land conversion in Balinggi District, Parigi Moutong Regency, as in many regions in Indonesia, is a complex issue and has a significant impact on the environment, economy, and society. The phenomena related to the land conversion in the area are changes in the ecosystem of agricultural land into settlements or industries, soil erosion and floods, socio-economic changes changing the social and economic structure of local communities, and land conflicts often cause various parties with different interests, such as between farmers, companies, and the government. This conflict can arise from differences of opinion on optimal land use or from

land ownership issues.

Addressing these issues requires a comprehensive approach, involving a wide range of stakeholders, and considering environmental, social, and economic aspects holistically. Local governments, together with communities and non-agricultural institutions, need to work together to plan and manage sustainable land use.

Based on the formulation of the problem that has been stated above, the purpose of this study is to identify the implementation of LP2B in Balinggi District, Parigi Moutong Regency.

## Literature review

### Public Policy Concept

In general, the term "Policy or Policy" is used to indicate the behavior of a person or actor (for example, an official, a group or a government institution) or a number of actors in a certain field of activity.

According to Carl Friedrich (Leo Agustino, 2014:7) said that policy is, "a series of actions/activities proposed by a person, group, or government in a certain environment where there are obstacles (difficulties – difficulties) and possibilities (opportunities) where the policy is proposed to be useful in overcoming it to achieve the intended goal, " For the purpose of the policy as part of the activity, Friedrich adds a provision that the policy relates to the completion of some purpose or purpose. Although the intent or purpose of government activities is not always easy to see, the idea that policy involves intentional behavior is an important part of the definition of policy. However, the policy must show what is actually being done rather than what is proposed in some activities on a problem.

### Policy Implementation

Implementation according to the Great Dictionary of the Indonesian Language is implementation/application. While the general sense is a plan or implementer that has been carefully and detailed (mature). The word implementation itself comes from the English "to implement" which means to implement.

Furthermore, according to Van meter and Van Horn (in Wahab 2008:65) states that the definition of implementation is the implementation of actions by individuals, officials, government agencies or private groups that aim to achieve the goals that have been outlined in certain decisions. These agencies carry out government duties that have an impact on citizens.

Then Nurdin Usman (2002:70) also expressed the meaning of implementation, which is "something that boils down to activities, actions, actions or activities that are carried out systematically and bound by mechanisms. That way, implementation is not just an activity, but a planned activity and to achieve the goals of the activity".

### Policy Implementation Model

Various approaches in policy implementation, both related to implementers, resources, method environment, problems and levels of plurality faced in society. Human resources as implementers have an important role in controlling the implementation of public policies. The following are some policy implementation theories that mention various variables, including:

### **A. Policy Implementation Model of George C. Edwards III (1980) in (Subarsono, 2005: 99)**

The policy implementation model, according to the view of Edwards III (1980), is influenced by 4 (four) variables, namely: (1) Communication, (2) Resources, (3) Disposition and (4) Bureaucratic Structure. The four variables are also interconnected with each other.

#### **1. Communication**

The implementation of public policies in order to achieve success requires implementers to know what to do clearly. What are the goals and objectives of the policy must be informed to the target group so that it will reduce distortion of implementation. If the delivery of the goals and objectives of a policy is not known at all by the target group, then there is a possibility of rejection or resistance from the target group concerned.

#### **2. Goal resources**

Although the goals and content of the policy have been communicated clearly and consistently, if the implementer lacks the resources to implement, the implementation will not run effectively and efficiently

#### **3. Disposition**

The implementer must do a good disposition, then he will be able to carry out the policy well as what the policy maker wants and implements. Disposition is the disposition and characteristics possessed by the implementer, such as commitment, honesty, and democratic nature. If the implementer has a different attitude or perspective from the policy maker, then the policy implementation process also becomes ineffective.

#### **4. Bureaucratic Structure**

The organizational structure that is in charge of implementing policies has a significant influence on policy implementation. One of the important structural aspects of every organization is the existence of standard operating procedures or SOPs. SOPs are a guideline for every implementer in acting. An organizational structure that is too hawkish will tend to weaken supervision and give rise to red-type, namely complicated and complex bureaucratic procedures.

#### **Methods**

This study uses a qualitative approach with a descriptive method. According to Strauss and Corbin (2009), qualitative research is a type of research that generates findings that are not obtained through statistical procedures, but through the analysis of phenomena such as life, behavior, and social roles. Moleong (2012) <sup>[9]</sup> added that qualitative research aims to understand phenomena holistically in a natural context using various scientific methods.

This research is classified as qualitative descriptive, which seeks to describe the phenomenon of the implementation of the Sustainable Agricultural Food Land Protection (LP2B) policy in Balinggi District, Parigi Moutong Regency. In accordance with Denzim and Lincoln (2005), this approach uses natural settings to interpret phenomena without manipulation or hypothesis testing. The data used includes primary and secondary data. Primary data were obtained through direct interviews with informants and field observations. Secondary data is obtained from official documents, such as archives from BPS and the Agriculture

Office, as well as related literature. The determination of informants was carried out by purposive sampling based on their relevance to the research topic. The informants include officials of the Food Crops Office, extension workers, village heads, sub-district heads, and land-owning communities.

Data was collected through observation, interviews, and documentation. Observation is used to see the condition of agricultural land directly. Interviews were conducted with landowners and LP2B policy implementers, while documentation was used to obtain secondary data.

The data was analyzed qualitatively descriptively based on the interactive model of Miles, Huberman, and Saldana (2014), which involved three stages: data reduction, data presentation, and conclusion drawn. Data reduction is carried out by summarizing and focusing the data on important things. The presentation of data is carried out in the form of a narrative description, while conclusions are drawn through data verification in stages during the research process. This method allows the research to understand the phenomenon of LP2B policy implementation in depth and provide relevant recommendations.

#### **Results and Discussion**

Rice Field Land Not LP2B Certified, There are still around 4,539.54 hectares of rice fields in this district that are not included in LP2B. This indicates the need for further efforts to protect paddy fields through the LP2B program.

#### **Potential and Challenges**

Districts with High Agricultural Potential, Districts such as Balinggi, Mepanga, and Ongka Malino show seriousness in protecting agricultural land through LP2B, which supports long-term food production.

Challenges in sub-districts with small LP2B, sub-districts such as North Parigi, Tinombo, and Siniu require more attention to increase the area of LP2B and protect rice fields from potential conversion.

The area of sustainable food agricultural land (LP2B) in Parigi Moutong Regency as presented in the table shows that there are important achievements as well as challenges in the implementation of the LP2B policy. In this context, the study of the success of LP2B policies can be carried out through the approach of policy implementation theory according to George Edward III, which focuses on four main variables: communication, resources, disposition, and bureaucratic structure.

#### **Communication**

According to Edward III in Widodo (2010:97), communication is defined as "the process of conveying communicator information to communicators". Information about public policy according to Edward III in Widodo (2010:97) needs to be conveyed to policy actors so that policy actors can know what they must prepare and do to implement the policy so that policy goals and objectives can be achieved as expected.

Then according to Edward III in Widodo (2010:97), policy communication has several dimensions, including:

The transmission dimension requires that public policies are conveyed not only to policy *implementers* but also to policy target groups and other interested parties both directly and indirectly.

The clarity dimension requires that the policies that are transmitted to implementers, target groups and other

interested parties are clear so that they know what the intent, objectives, objectives, and substance of the public policy are. A consistent dimension is needed so that the policies taken are not confused so that they confuse policy implementers, targeted groups and interested parties.

The farming community of Suli Indah Village that, despite the LP2B policy, is diverting part of its land because of the urgent need for money and the lack of information about compensation or incentives from the government. The decision was taken due to economic pressure and the lack of direct notification to farmers about the alternatives or benefits that can be obtained if they comply with this policy.

If based on the theory of policy implementation according to Edward III which highlights the communication aspect, the results of the analysis conducted by the researcher with this theoretical approach show that the LP2B Policy has been conveyed through several socialization sessions, but the transmission has not been optimal. The information does not reach the entire target group, especially farmers, who are often absent due to busyness or lack of proper approach. This shows that the transmission of policies has not been fully evenly distributed to the main target groups. The policies conveyed to farmers are not clear and are not accompanied by detailed explanations of benefits or compensation. Many farmers only understand this policy as a prohibition without concrete solutions. The socialization materials used are too technical and not relevant to local conditions, so they fail to provide a clear understanding to the target group. The information farmers receive about LP2B policies is inconsistent. Most farmers feel that this policy is only a prohibition without any concrete solutions or support from the government. This inconsistency creates confusion among farmers, so that policies feel far from their daily relevance.

Based on the three dimensions of communication, according to Edward III, the implementation of the LP2B policy in Parigi Moutong Regency faces major obstacles in the communication aspect. Uneven transmission, low clarity of information, and weak consistency cause these policies to be poorly understood and accepted by target groups. To improve implementation, a more effective communication approach, simple socialization materials, and better coordination with village officials and community leaders are needed.

### Resources

Edward III in Widodo (2010:98) stated that the resource factor has an important role in policy implementation. According to Edward III in Widodo (2010:98) that these resources include:

**Authority resources:** Another resource that is important in determining the success of a policy implementation is authority. According to Edward III in Widodo (2010:103) states that: Sufficient authority to make its own decisions owned by an institution will affect the institution in implementing a policy. This authority becomes important when they are faced with a problem and require it to be solved with a decision.

**Human Resources,** Human resources is one of the variables that affect the effectiveness of policy implementation. Edward III in Widodo (2010:98) stated that "no matter how clear and consistent the order of implementation is and no matter how accurately they are transmitted, if the personnel responsible for implementing policies do not have the resources to do effective work, then implementation will not be effective either".

**Budget resources,** Edward III in Widodo (2010:100) stated in the conclusion of his study "budget restrictions, and citizen opposition limit the acquisition of adequate facilities thereby limiting the quality of services that implementers can provide to the public". Then according to Edward III, the limited budget available causes the quality of services that should be provided to the community is also limited.

**Equipment resources,** Edward III in Widodo (2010:102) stated that equipment resources are a means used for the operationalization of the implementation of a policy which includes buildings, land, and facilities all of which will make it easier to provide services in the implementation of the policy. Policy implementation should need the support of resources, both human resources and material and method resources.

Based on the analysis conducted by the researcher using Edward III's policy implementation theory, it can be concluded that the LP2B policy in Balinggi District faces many obstacles related to resources. The main factors that hinder the implementation of this policy are the limitations of human resources, budgets, and adequate infrastructure. Lack of authority in decision-making and collaboration between agencies is also an inhibiting factor. To overcome this challenge, there needs to be cross-sector synergy, greater budget support, and adequate human resource and infrastructure capacity building. In addition, the active role of the community in land management and support from the government in the form of incentives is also very necessary so that the LP2B policy can be successfully implemented.

### Disposition

The definition of disposition according to Edward III in Widodo (2010:104) is said to be "the will, desire and tendency of policy actors to implement the policy seriously so that what is the purpose of the policy can be realized".

Edward III in Widodo (2010:104-105) said that: if policy implementation is to be successful effectively and efficiently, *implementers* not only know what to do and have the ability to carry out the policy, but they must also have the ability to implement the policy.

The implementer must do a good disposition, then he will be able to carry out the policy well as what the policy maker wants and implements. Disposition is the disposition and characteristics possessed by the implementer, such as commitment, honesty, and democratic nature. If the implementer has a different attitude or perspective from the policy maker, then the policy implementation process also becomes ineffective.

The attitude and commitment of local governments to LP2B policies need to be improved. Despite best efforts, obstacles from internal factors often prevent these policies from becoming a top priority. This leads to the problem of disposition, where the government has not shown a consistent and firm commitment in supporting the policy. The weak disposition of the government in enforcing policies causes LP2B policies to be not considered important, which can have an impact on the low effectiveness of implementation.

The attitude and seriousness of policy implementers greatly determine the success of LP2B implementation. As conveyed by Informant Mr. Supriadin, SP, a good policy implementation disposition, including a clear commitment and example, is very important in moving the community to follow the policy. Without a strong and firm disposition from the implementer, the LP2B policy will not receive full

support from the community, so this policy will be difficult to implement.

The government's disposition in enforcing the LP2B policy is very weak. The absence of clear sanctions for those who convert land causes people to feel not afraid to violate the rules. Edward III emphasized the importance of a strong disposition of policy implementers in enforcing rules so that policy implementation can run effectively. Without a clear disposition and firmness, this policy will be hampered.

The importance of joint commitment between the government and the community is also closely related to disposition. The success of LP2B policies is highly dependent on the common attitude and commitment of all parties. If policy implementers and the community do not have the same disposition, this policy will be hampered. Therefore, to realize the objectives of the LP2B policy, a good disposition from both parties—both the government and the community—is very important.

Based on the analysis that has been carried out by the researcher, in the context of the implementation of the LP2B policy in Parigi Moutong Regency, the disposition analysis according to Edward III's theory shows that the seriousness and commitment of the policy implementers greatly affect the effectiveness of policy implementation. Weak disposition, both from the government and policy implementers, is the main obstacle to the success of LP2B policies. To increase the success of implementation, it is necessary to increase disposition in the form of clear commitment, firmness in enforcing rules, and good support and coordination between the government and the community.

### **Bureaucratic Structure**

This bureaucratic structure, according to Edward III in Widodo (2010:106), includes aspects such as bureaucratic structure, division of authority, relationships between organizational units and so on. Although the sources to implement a policy are sufficient and the implementers know what and how to do it, and have the desire to do it, Edward III in Widodo (2010:106) states that "policy implementation may still be inactive due to the inefficiency of the bureaucratic structure".

Then according to Edward III in Widodo (2005:150) there are two main characteristics of bureaucracy, namely: standard operational procedure (SOP) and fragmentation. Standard operational procedure (SOP) is the development of internal demands for certainty of time, resources and the need for uniformity in a complex and extensive work organization while fragmentation is the distribution of the responsibility of a policy to several different bodies so that it requires coordination".

Based on the results of research conducted with several informants, the bureaucratic structure in the implementation of the LP2B policy is currently not supportive enough. Supervisory duties are often thrown between agencies, which leads to no party being expressly responsible for overseeing the implementation of these policies. This is in accordance with Edward III's opinion that policy implementation can be hampered by the inefficiency of the bureaucratic structure, even when all resources and knowledge are available. Fragmentation (Edward III, 2005:150) in the existing bureaucratic structure, as seen in LP2B supervision, results in an unclear distribution of responsibilities and necessitates better coordination between the various parties involved, including village, sub-district, and district governments.

The fragmentation of responsibilities in the bureaucratic structure related to the LP2B policy is the main inhibiting factor in the implementation of this policy. Some informants stated that, although the task of supervision is the responsibility of the relevant agencies, it is often not carried out properly due to the unclear division of duties between different levels of government. This creates confusion about who should be responsible for the supervision and implementation of this policy, according to the characteristics of fragmentation described by Edward III (2005:150). For this reason, simplifying the bureaucratic structure and a clearer division of authority will be very important so that the implementation of this policy can run more effectively.

In Edward III's theory of policy implementation, poor coordination between organizational units is also one of the main obstacles in policy implementation. Many informants emphasized the need for better coordination between agencies at the village, sub-district, and district levels to ensure the success of LP2B policies. This refers to Edward's opinion that poor coordination between organizational units can hinder the success of policies, as seen in the implementation of LP2B. Without solid coordination, these policies will continue to run in silos, and will not be effective in achieving the desired goals.

LP2B supervision also experienced obstacles due to the absence of clear standard operating procedures (SOPs). Although regulations at the national level may already exist, at the local level, unclear or non-uniform SOPs in their implementation make these policies difficult to monitor and implement effectively. This is in accordance with Edward III's explanation that SOPs are needed to provide certainty in handling administrative tasks and functions in complex policies such as LP2B.

According to the analysis that has been carried out by researchers, simplifying the bureaucratic structure is a very important step to improve the efficiency of LP2B policy implementation. The bureaucratic process that is too layered and the fragmentation of responsibilities causes this policy to receive less serious attention from all parties involved. Simplifying the bureaucratic structure and clarifying the division of responsibilities will help improve the oversight and effectiveness of these policies.

If analyzed using Edward III's policy implementation theory, it shows that the problems in the implementation of LP2B policies are greatly influenced by the inefficiency of the bureaucratic structure, fragmentation of responsibilities, and lack of coordination between agencies. To increase the effectiveness of this policy, it is necessary to simplify the bureaucratic structure, improve coordination between organizational units, and strengthen a clear supervision and sanctions system.

### **Conclusion**

Based on the analysis of the implementation of the LP2B (Sustainable Food Agricultural Land) policy in Parigi Moutong Regency using Edward III's policy implementation theory, various obstacles were found that hindered the effectiveness of the implementation of the policy. These obstacles include aspects of communication, resources, disposition, and bureaucratic structure.

#### **1. Communication Aspects**

- The transmission of LP2B policy information has not been evenly distributed, so many farmers as the main

target group do not get enough information.

- The clarity of information is low, where policies are often considered prohibitions without concrete solutions.
- Inconsistent information creates confusion among farmers, so policies are irrelevant to their needs.

### 2. Resource Aspects

- Authority, limited authority of related institutions in decision-making, especially related to infrastructure development such as irrigation and road access.
- Human resources, lack of number and capacity of agricultural extension workers hinder optimal farmer assistance.
- Budget, limited budget allocation for infrastructure development are the main factors hindering policy success.
- Equipment, lack of infrastructure such as irrigation and road access make it difficult for farmers to manage their land sustainably.

### 3. Disposition Aspect

- The weak disposition of policy implementers hinders the success of implementation. Inconsistent commitment from the government causes policies not to be considered a priority.
- The lack of clarity on sanctions for policy violations causes people to lack compliance with the rules.

### 4. Aspects of the Bureaucratic Structure

- An inefficient bureaucratic structure, with fragmented responsibilities and poor coordination between agencies, hampers policy implementation.
- The absence of clear standard operating procedures (SOPs) makes it difficult to carry out effective policy supervision.

### Communication

According to Edward III in Widodo (2010:97), communication is defined as "the process of conveying communicator information to communicators". Information about public policy according to Edward III in Widodo (2010:97) needs to be conveyed to policy actors so that policy actors can know what they must prepare and do to implement the policy so that policy goals and objectives can be achieved as expected.

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Edward III in Widodo (2010:98) stated that the resource factor has an important role in policy implementation. According to Edward III in Widodo (2010:98) that these resources include:

Authority resources: Another resource that is important in determining the success of a policy implementation is authority. According to Edward III in Widodo (2010:103) states that: Sufficient authority to make its own decisions owned by an institution will affect the institution in implementing a policy. This authority becomes important when they are faced with a problem and require it to be solved with a decision.

Human Resources, Human resources is one of the variables that affect the effectiveness of policy implementation. Edward III in Widodo (2010:98) stated that "no matter how clear and consistent the order of implementation is and no matter how accurately they are transmitted, if the personnel responsible for implementing policies do not have the resources to do effective work, then implementation will not be effective either".

Budget resources, Edward III in Widodo (2010:100) stated in the conclusion of his study "budget restrictions, and citizen opposition limit the acquisition of adequate facilities thereby limiting the quality of services that implementers can provide to the public". Then according to Edward III, the limited budget available causes the quality of services that should be provided to the community is also limited.

Equipment resources, Edward III in Widodo (2010:102) stated that equipment resources are a means used for the operationalization of the implementation of a policy which includes buildings, land, and facilities all of which will make

it easier to provide services in the implementation of the policy. Policy implementation should need the support of resources, both human resources and material and method resources.

Based on the analysis conducted by the researcher using Edward III's policy implementation theory, it can be concluded that the LP2B policy in Balinggi District faces many obstacles related to resources. The main factors that hinder the implementation of this policy are the limitations of human resources, budgets, and adequate infrastructure. Lack of authority in decision-making and collaboration between agencies is also an inhibiting factor. To overcome this challenge, there needs to be cross-sector synergy, greater budget support, and adequate human resource and infrastructure capacity building. In addition, the active role of the community in land management and support from the government in the form of incentives is also very necessary so that the LP2B policy can be successfully implemented.

### **Disposition**

The definition of disposition according to Edwar III in Widodo (2010:104) is said to be "the will, desire and tendency of policy actors to implement the policy seriously so that what is the purpose of the policy can be realized".

Edward III in Widodo (2010:104-105) said that: if policy implementation is to be successful effectively and efficiently, *implementers* not only know what to do and have the ability to carry out the policy, but they must also have the ability to implement the policy.

The implementer must do a good disposition, then he will be able to carry out the policy well as what the policy maker wants and implements. Disposition is the disposition and characteristics possessed by the implementer, such as commitment, honesty, and democratic nature. If the implementer has a different attitude or perspective from the policy maker, then the policy implementation process also becomes ineffective.

The attitude and commitment of local governments to LP2B policies need to be improved. Despite best efforts, obstacles from internal factors often prevent these policies from becoming a top priority. This leads to the problem of disposition, where the government has not shown a consistent and firm commitment in supporting the policy. The weak disposition of the government in enforcing policies causes LP2B policies to be not considered important, which can have an impact on the low effectiveness of implementation.

The attitude and seriousness of policy implementers greatly determine the success of LP2B implementation. As conveyed by Informant Mr. Supriadin, SP, a good policy implementation disposition, including a clear commitment and example, is very important in moving the community to follow the policy. Without a strong and firm disposition from the implementer, the LP2B policy will not receive full support from the community, so this policy will be difficult to implement.

The government's disposition in enforcing the LP2B policy is very weak. The absence of clear sanctions for those who convert land causes people to feel not afraid to violate the rules. Edward III emphasized the importance of a strong disposition of policy implementers in enforcing rules so that policy implementation can run effectively. Without a clear disposition and firmness, this policy will be hampered.

The importance of joint commitment between the government and the community is also closely related to

disposition. The success of LP2B policies is highly dependent on the common attitude and commitment of all parties. If policy implementers and the community do not have the same disposition, this policy will be hampered. Therefore, to realize the objectives of the LP2B policy, a good disposition from both parties—both the government and the community—is very important.

Based on the analysis that has been carried out by the researcher, in the context of the implementation of the LP2B policy in Parigi Moutong Regency, the disposition analysis according to Edward III's theory shows that the seriousness and commitment of the policy implementers greatly affect the effectiveness of policy implementation. Weak disposition, both from the government and policy implementers, is the main obstacle to the success of LP2B policies. To increase the success of implementation, it is necessary to increase disposition in the form of clear commitment, firmness in enforcing rules, and good support and coordination between the government and the community.

### **Bureaucratic Structure**

This bureaucratic structure, according to Edward III in Widodo (2010:106), includes aspects such as bureaucratic structure, division of authority, relationships between organizational units and so on. Although the sources to implement a policy are sufficient and the implementers know what and how to do it, and have the desire to do it, Edward III in Widodo (2010:106) states that "policy implementation may still be inactive due to the inefficiency of the bureaucratic structure".

Then according to Edward III in Widodo (2005:150) there are two main characteristics of bureaucracy, namely: standard operational procedure (SOP) and fragmentation. Standard operational procedure (SOP) is the development of internal demands for certainty of time, resources and the need for uniformity in a complex and extensive work organization while fragmentation is the distribution of the responsibility of a policy to several different bodies so that it requires coordination".

Based on the results of research conducted with several informants, the bureaucratic structure in the implementation of the LP2B policy is currently not supportive enough. Supervisory duties are often thrown between agencies, which leads to no party being expressly responsible for overseeing the implementation of these policies. This is in accordance with Edward III's opinion that policy implementation can be hampered by the inefficiency of the bureaucratic structure, even when all resources and knowledge are available. Fragmentation (Edward III, 2005:150) in the existing bureaucratic structure, as seen in LP2B supervision, results in an unclear distribution of responsibilities and necessitates better coordination between the various parties involved, including village, sub-district, and district governments.

The fragmentation of responsibilities in the bureaucratic structure related to the LP2B policy is the main inhibiting factor in the implementation of this policy. Some informants stated that, although the task of supervision is the responsibility of the relevant agencies, it is often not carried out properly due to the unclear division of duties between different levels of government. This creates confusion about who should be responsible for the supervision and implementation of this policy, according to the characteristics of fragmentation described by Edward III (2005:150). For this reason, simplifying the bureaucratic structure and a

clearer division of authority will be very important so that the implementation of this policy can run more effectively.

In Edward III's theory of policy implementation, poor coordination between organizational units is also one of the main obstacles in policy implementation. Many informants emphasized the need for better coordination between agencies at the village, sub-district, and district levels to ensure the success of LP2B policies. This refers to Edward's opinion that poor coordination between organizational units can hinder the success of policies, as seen in the implementation of LP2B. Without solid coordination, these policies will continue to run in silos, and will not be effective in achieving the desired goals.

LP2B supervision also experienced obstacles due to the absence of clear standard operating procedures (SOPs). Although regulations at the national level may already exist, at the local level, unclear or non-uniform SOPs in their implementation make these policies difficult to monitor and implement effectively. This is in accordance with Edward III's explanation that SOPs are needed to provide certainty in handling administrative tasks and functions in complex policies such as LP2B.

According to the analysis that has been carried out by researchers, simplifying the bureaucratic structure is a very important step to improve the efficiency of LP2B policy implementation. The bureaucratic process that is too layered and the fragmentation of responsibilities causes this policy to receive less serious attention from all parties involved. Simplifying the bureaucratic structure and clarifying the division of responsibilities will help improve the oversight and effectiveness of these policies.

If analyzed using Edward III's policy implementation theory, it shows that the problems in the implementation of LP2B policies are greatly influenced by the inefficiency of the bureaucratic structure, fragmentation of responsibilities, and lack of coordination between agencies. To increase the effectiveness of this policy, it is necessary to simplify the bureaucratic structure, improve coordination between organizational units, and strengthen a clear supervision and sanctions system.

## Conclusion

Based on the analysis of the implementation of the LP2B (Sustainable Food Agricultural Land) policy in Parigi Moutong Regency using Edward III's policy implementation theory, various obstacles were found that hindered the effectiveness of the implementation of the policy. These obstacles include aspects of communication, resources, disposition, and bureaucratic structure.

### 1. Communication Aspects

- The transmission of LP2B policy information has not been evenly distributed, so many farmers as the main target group do not get enough information.
- The clarity of information is low, where policies are often considered prohibitions without concrete solutions.
- Inconsistent information creates confusion among farmers, so policies are irrelevant to their needs.

### 2. Resource Aspects

- Authority, limited authority of related institutions in decision-making, especially related to infrastructure development such as irrigation and road access.

- Human resources, lack of number and capacity of agricultural extension workers hinder optimal farmer assistance.
- Budget, limited budget allocation for infrastructure development are the main factors hindering policy success.
- Equipment, lack of infrastructure such as irrigation and road access make it difficult for farmers to manage their land sustainably.

### 3. Disposition Aspect

- The weak disposition of policy implementers hinders the success of implementation. Inconsistent commitment from the government causes policies not to be considered a priority.
- The lack of clarity on sanctions for policy violations causes people to lack compliance with the rules.

### 4. Aspects of the Bureaucratic Structure

- An inefficient bureaucratic structure, with fragmented responsibilities and poor coordination between agencies, hampers policy implementation.
- The absence of clear standard operating procedures (SOPs) makes it difficult to carry out effective policy supervision.

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