

POLICY IMPLEMENTATION MODEL FOR LAND REDISTRIBUTION OF FOREST AREA RELEASE IN BONE BOLANGO REGENCY

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ABSTRACT

This study analyzes the implementation of forest land redistribution policies in Bone Bolango Regency, Indonesia, using a qualitative approach through in-depth interviews with stakeholders, including local governments, communities, and NGOs. The findings reveal that effective communication, resource availability, employee disposition, and bureaucratic structure are key factors in the success of the policy. Suboptimal communication and limited human resources and facilities are significant obstacles in achieving redistribution targets. Although support from the central government shows a strong commitment, more optimal coordination and evaluation systems are needed in implementing policies in the field. Recommendations from this study include increasing synergy between local governments, both provincial and district, as well as strengthening resource capacity and a strong evaluation system to support more effective implementation.

Keywords: Land Redistribution, Evaluation System, Structural Synergy, Broad Communication

1.0 INTRODUCTION

Agrarian reform in Indonesia is a strategic program that aims to equalize land control, ownership, and utilization. However, the implementation of this policy is often hampered by various challenges that indicate a gap between theory and practice. Although laws and policies have been well formulated, the reality on the ground often shows a mismatch between targets and achievements. For example, the Ministry of Land Affairs report shows that in 2023, the achievement of land redistribution will only reach 37% of the target set.

This problem is further complicated by the existence of prolonged agrarian conflicts, where local communities are often marginalized by private and state interests. The tension between land control by communities and forest exploitation is the main source of conflict. In addition, protracted technical and bureaucratic obstacles also worsen the situation, creating a gap between the ideal goals of agrarian reform and the existing reality.

This study aims to identify factors that influence the successful implementation of land redistribution policies in Bone Bolango Regency, focusing on aspects of communication, resources, disposition, and bureaucratic structure. With a qualitative approach, this study will collect data through in-depth interviews with various stakeholders, including local governments, communities, and all stakeholders involved in policy implementation. This

method is expected to provide a comprehensive picture of the challenges faced in policy implementation.

The purpose of this study is to provide relevant recommendations for policy makers in increasing the effectiveness of land redistribution programs. By understanding the factors that influence implementation, it is hoped that agrarian reform policies can be implemented more efficiently and fairly, so that the goals of agrarian justice and improving community welfare can be achieved. This study is also expected to contribute to the literature on agrarian policies in Indonesia, as well as provide insight for further studies on agrarian conflicts and land redistribution.

Thus, this study not only focuses on analyzing the gap between theory and practice, but also seeks to find solutions that can bridge existing problems, so that agrarian reform can function as an instrument to create a more just and prosperous society.

The implementation of land redistribution policies, especially in the context of forest area release in Bone Bolango Regency, is a strategic effort aimed at achieving social justice and environmental sustainability. In this article, the author will analyze the implementation models of these policies with a focus on the application of Edward III's theory which identifies public success factors. The four dimensions that will be tested are communication, resources, disposition, and organizational structure will be the framework for understanding the dynamics of implementing land redistribution policies.

2.0 THEORETICAL FRAMEWORK

Land redistribution in forest areas in Indonesia is an important element in agrarian reform aimed at achieving social and economic justice. Although there is a supporting legal and policy framework, the implementation of redistribution often faces a gap between theory and practice. This gap arises from various factors, including weak coordination between institutions, conflicts of interest, and legal uncertainty that hinder the effectiveness of implementation.

In this context, it is important to formulate a theoretical framework that not only explains the existing problems but also offers effective solutions. Edward III's operational theory approach can be used to understand the challenges in forest area redistribution governance. This theory emphasizes four key variables that play a role in the success of policy implementation, namely communication, resources, disposition, and organizational structure (Subekti et al., 2017). Jumali (2024), which describes how the implementation of land redistribution can support sustainable natural resource development.

The development of the concept of public policy has grown rapidly in relation to changes in the policy paradigm that are more directed at improving services and fulfilling public interests. Public policy is carried out to overcome public problems related to economic, socio-cultural and security guarantee aspects related to aspects of community welfare as a whole. Isnaeni (2018) explains the impact of the policy of redistribution of former plantation land on the socio-economic development of the community. This finding shows that redistribution does not only focus on the agrarian aspect but also has direct implications for community welfare.

The implementation of the Land Redistribution policy as mandated by Law Number and Presidential Regulation Number should be able to provide a solution for the community to fulfill the legality of land ownership rights in the Forest Area without having to disrupt environmental sustainability and the impacts that can arise from forest area management activities. The community needs clear legal certainty through the process of granting land rights. This land redistribution policy is also very important in overcoming potential conflicts related to forest area management that can be caused by large-scale exploration without considering the risks that arise. Conflicts that often occur between various interests, such as corporate interests, communities and individuals, require this policy as a comprehensive solution.

On the other hand, research by Dempo et al. (2021) evaluated the implementation of land redistribution in former forest areas and the obstacles faced. These findings indicate that challenges in implementation often come from conflicts of interest between local communities and parties with economic interests, such as plantation companies. This is consistent with the findings of Salim et al. (2021), which identified problems in the practice of agrarian reform policies and weaknesses in their implementation.

However, in practice, the implementation of this policy often does not optimally present a solution due to the lack of public understanding of the substance of the policy and also the procedures and mechanisms for obtaining legality for forest area management. On the other hand, on the government side, there are policy procedures that require a long and complicated process because the procedures and mechanisms for the Forest Product Redistribution policy are carried out through a long bureaucratic structure. The implementation of this policy not only requires the role of the central government as the main regulator but also the central government as the implementer.

The provincial government as a representative of the central government is also part of the policy implementer who carries out programs and recommendations from the central government. In this context, the provincial government is an agent of the central government. Meanwhile, the Regency / City regional government carries out the function of deconcentration which also carries out the function of extending the hand in implementing the Forest Area Land Redistribution policy in Bone Bolango Regency.

The implementation of the Forest Area Land Redistribution policy in Bone Boalango Regency is carried out based on Presidential Regulation Number 88 of 2017 and Ministerial Regulation of the Environment and Forestry P.7 of 2021 which provides guidelines on redistribution procedures, but many regions have not fully implemented the stages set. This is due to the lack of resources and support from the local government needed to implement the policy effectively.

In measuring the extent to which public policies related to land redistribution in Bone Boalango Regency are implemented, several parameters of policy success are used which refer to the views of Edward III (1980) which cover several aspects. First. Communication. effective communication is key in implementing land redistribution. Several studies have shown that the success of land redistribution is greatly influenced by policy factors, community participation, and local context. Research by Kurniawati et al. (2019) identified various factors that influence the success of redistribution, including clear policies and active community participation.

Furthermore, the success of land redistribution is highly dependent on the availability of adequate resources. This includes the number and quality of staff involved in the redistribution process, as well as access to information needed for decision making. Therefore, the government needs to improve bureaucratic capacity and provide training for officers involved so that they are better prepared and understand the dynamics in the field. Thus, they can carry out their duties better and be more responsive to community needs.

Disposition, or the attitude and commitment of policy implementers, also greatly influences the effectiveness of implementation. Bureaucratic apparatus who have an understanding and concern for social problems will be better able to carry out their duties well. Therefore, it is important to create a work environment that encourages participation and fosters a sense of responsibility towards the community. Encouraging social values within the organization can help create a more responsive work culture.

Finally, a clear and coordinated organizational structure is needed to support the implementation of redistribution. Clear Standard Operating Procedures (SOPs) must be established for each stage in the redistribution process to avoid confusion among the institutions involved. Cross-sector coordination must also be improved to ensure that all stakeholders collaborate in achieving redistribution goals. With an integrated approach, policy implementation can run more smoothly and effectively.

In addition, research by Isnaeni (2018) explains the impact of the policy of redistribution of former plantation land on the socio-economic development of the community. This finding shows that redistribution does not only focus on the agrarian aspect, but also has direct implications for community welfare. This is emphasized by research by Jumali (2024), which describes how the implementation of land redistribution can support sustainable natural resource development.

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3.0 RESEARCH METHODS

This study uses a qualitative method with an in-depth analysis approach, in accordance with the characteristics of the problems studied. Qualitative research aims to describe and analyze phenomena, events, social activities, and community perceptions individually and in groups. This approach was chosen because the phenomena studied are complex and cannot be measured quantitatively (Fadli, 2021).

The research procedure follows qualitative steps, starting from formulating the problem, determining the focus and locus, to selecting data collection and analysis methods, based on the Miles and Huberman technique (Miles et al., 2016). This process begins with observation to identify problems and implementation of land redistribution policies in Bone Bolango

Regency. In-depth analysis is carried out to understand the implementation of the policy and find significant obstacles.

Data collection was conducted at the Bone Bolango Regency Land Office through structured interviews with key informants and unstructured interviews with other informants. The data was then reduced through tabulation to understand the main themes of the phenomena that occurred in the implementation of land redistribution. Referring to the view (Sugiyono, 2013), the data analysis of this study is needed in the form of primary data and secondary data. Data was obtained from documents and regulations related to policy implementation, through observation and observation of relevant documents. While secondary data was obtained through interviews with key informants and other informants, which were needed for data validity and the triangulation process.

To obtain data, several methods were used that referred to the view Moun Erland, (2020:22), namely through observation, in-depth interviews and documentation. Initial observations were made by observing the conditions of the research location and the process of implementing the land redistribution policy in Bone Bolango Regency. In-depth interviews were conducted through structured guides to several key informants such as officers in the land redistribution section at the Land Office, Provincial officials, district officials, officials at the Forest Area Consolidation Center (BPKH) and technical agency officers, namely from the environmental service. While unstructured interviews were conducted through the development of interview results with the wider community or beneficiaries of the land redistribution program. In the data collection process, documents such as decrees for determining forest areas and recommendations from ministries and other forest area satellite data were also collected.

To conduct data analysis, this study refers to Miles and Huberman in Sugiono (2017), qualitative data analysis is carried out interactively and continuously until completion. Analysis activities include the process of reduction, presentation, data reduction and drawing conclusions. To find themes from the phenomena studied based on categories according to the focus of the research, tabulation is carried out to simplify the research data. Furthermore, data presentation is carried out based on the focus and sub-focus of the research while data analysis is carried out since the data collection process (Haradhan, 2018; Nani et al., 2024). Meanwhile, for the validity of the data in this study, it follows the qualitative method and the views of Sugiyono (2017). Checking is done through triangulation, by comparing statements from various informants and data sources to ensure the accuracy of the information obtained.

Conclusions are drawn for each category based on empirical phenomena related to the implementation of the Forest Area Land Redistribution Policy in Bone Bolango to facilitate the process of checking the validity of the data. For data validity, a triangulation process of sources and documents is carried out as well as empirical conditions in the research facts. Furthermore, a final conclusion is drawn that comprehensively describes the dimensions of policy implementation that refer to the parameters of Edward III. Some of the test parameters used include: communication, resources, disposition and bureaucratic structure.

4.0 DISCUSSION

In this study, the implementation of the Forest Area Land Redistribution policy in Bone Bolango Regency shows several important findings. Edward III's theory emphasizes the importance of communication, resources, disposition, and bureaucratic structure in implementing the policy. However, in the field, ineffective communication is a major obstacle that disrupts the success of implementation. Although socialization has been carried out by the GTRA Team (Agrarian Reform Land Movement), many people still do not understand the substance, objectives, and targets of this policy.

This communication obstacle reflects the lack of intensive and consistent communication channels from the local government, resulting in low levels of community participation. Research by Khadijah et al. (2021) shows that effective communication is essential to increasing community participation in public policy. This is in line with the findings of this study, which shows that suboptimal communication between government agencies and the community is a crucial problem. Although socialization is carried out, the implementation of information tends to depend on one agency, namely the Forest Area Stabilization Center (BPKH), so that it requires proactive involvement from all elements in the GTRA team to expand community understanding and support.

On the other hand, the limited human resources and adequate facilities also create significant gaps in the implementation of redistribution policies. Research by Pressman and Wildavsky (1973) emphasized that the success of policy implementation is highly dependent on the availability of sufficient resources. In this context, the results of the study showed that the target of 400 plots of land set for redistribution in 2021 was not achieved, with only 36 plots successfully certified. These limitations not only include aspects of employees or technical officers, but also inadequate budget support, facilities, and technology.

The disposition of local governments is also an important factor in the implementation of this policy. Although the central government has shown strong support by issuing regulations such as Presidential Decree Number 18 of 2018, implementation at the regional level is often hampered by the lack of consistent support from local governments. Research by Rizal et al. (2023) shows that the attitudes and dispositions of employees in local governments are often not in line with policy objectives. This creates a gap between policies formulated at the central level and their implementation in the field. The weak commitment of local governments is evident in the provision of adequate human resources and facilities, with many agencies lacking trained technical personnel to address the challenges at hand.

This condition is further exacerbated by the lack of understanding and awareness of government employees regarding the importance of land redistribution policies. Without adequate training and support, policy implementation is at risk of not being implemented effectively, which in turn could trigger public dissatisfaction. This study suggests that improved communication and outreach are needed not only for the public, but also among government employees, to build better understanding and awareness.

Furthermore, the dimensions of the bureaucratic structure in land redistribution policies also affect implementation. Although Presidential Decree Number 18 of 2018 provides a strong foundation for policy implementation, significant challenges remain, especially in terms of coordination between the various government agencies involved. Weak coordination at the

local level, as acknowledged by almost all informants in the interviews, indicates that collaboration between agencies is often not well established. This results in fragmentation in policy implementation and hinders the achievement of expected goals.

Research by Sari and Putra (2021) emphasizes that without good coordination, the various resources and information needed to support policy implementation cannot be utilized optimally. Limitations in communication and collaboration between agencies result in confusion in implementation and hinder the achievement of desired results. Therefore, it is important for the government to strengthen inter-agency coordination mechanisms, such as establishing collaboration forums that allow for regular meetings between representatives from various agencies.

Although there is a strong commitment from the central government, support from local governments is still lacking, especially in providing the necessary resources and facilities. This uneven commitment has the potential to hinder the success of policy implementation at the local level. This study shows that a more collaborative approach between local governments and communities is needed to achieve policy success.

Practically, the results of this study provide guidance for policy makers to formulate more effective strategies in implementing land redistribution policies. Increasing the budget for socialization and strengthening the technical capacity of employees can be concrete steps to improve the effectiveness of implementation. In addition, this study also contributes to the development of public policy models by highlighting the importance of integration between communication, resources, disposition, and bureaucratic structures.

From the results of this study, it can be seen that although the Edward III model has been applied, its implementation is inadequate in the context of forest land redistribution policies in Bone Bolango Regency. This shows that all aspects, including a strong government oversight system, are essential to improving accountability and policy success. Without clear and effective oversight, it is impossible for policy implementation to achieve optimal results.

Although this study provides valuable insights, there are several limitations that need to be noted. First, this study is limited to one area, namely Bone Bolango Regency, so the results may not be generalizable to other areas. Second, the data used are qualitative and may be influenced by the subjectivity of the respondents. Third, this study does not include an in-depth analysis of the long-term impacts of land redistribution policy implementation. Therefore, further research is needed to explore these aspects and strengthen the existing findings.

Overall, this study shows that to improve the performance and success of land redistribution policies, concrete steps are needed to improve communication, increase resources, strengthen employee disposition, and improve bureaucratic structures. Only with a holistic and collaborative approach, it is hoped that land redistribution policies can provide significant benefits to the community.

In practice, to develop more effective communication channels between the government and the community. Socialization of land redistribution policies needs to be carried out more intensively and regularly. Local governments must involve various elements in the GTRA Team to ensure that information is delivered comprehensively and easily understood. The use

of various media, such as community forums, social media, and direct counseling, can help reach the community better.

On the other hand, policy implementation also requires support from human resources and adequate facilities must be a priority. The government needs to provide training for employees in related agencies so that they have adequate knowledge and skills to implement the policy. In addition, sufficient budget allocation to support socialization activities and the provision of supporting facilities is also very important.

An equally important aspect is the strong commitment not only by the provincial government but also by the local government and the entire Agrarian Reform Task Force Team of the Province and in Bone Bolango Regency. The lack of this commitment causes structural coordination to be ineffective, as a result, at the implementation stage it seems to still be running in parts and has not been integrated into a single step in supporting the success of the policy. Better coordination between various government agencies must be built to ensure that policy implementation runs smoothly. The establishment of a collaboration forum that allows regular meetings between representatives from related agencies can increase synergy in policy implementation. In addition, the preparation of clear and integrated SOPs for each agency will also help reduce fragmentation in implementation.

A very important aspect is the lack of evaluations carried out because there is no strong evaluation and monitoring mechanism to encourage concrete policy effectiveness. The government must conduct periodic evaluations of the implementation of land redistribution policies, involving the community in the process. Feedback from the community can be used to improve existing policies and practices.

5.0 CONCLUSION

In the analysis of the implementation of the forest land redistribution policy in Bone Bolango Regency, several crucial aspects have been identified as obstacles to success. The communication aspect is a key factor, where even though the GTRA Team has tried to conduct socialization, many people still do not understand the substance and objectives of the policy. This suboptimal communication shows the need for proactive involvement from all elements in the GTRA team to broaden understanding among the community.

In addition, serious challenges related to resources are also faced, including limited staff, budget, and facilities. Inadequate technological support further worsens the effectiveness of policy implementation, making policy objectives difficult to achieve. Although there is a strong commitment from the central government, support from local governments is considered lacking, especially in providing the necessary resources, which has the potential to hinder success at the local level.

The bureaucratic structure supported by clear SOPs provides a good foundation, but weak coordination between various agencies remains a major challenge. Therefore, important recommendations include increasing the involvement of all elements in the GTRA team to improve communication, as well as strengthening the capacity of human resources and facilities. In addition, a strong commitment from local governments is needed to improve disposition in policy implementation.

Finally, adequate supervision and strong coordination between agencies must be strengthened to encourage successful implementation of land redistribution policies. With these steps, it is hoped that the forest area land redistribution policy in Bone Bolango Regency can provide significant benefits to the community and achieve the expected social justice goals.

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