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IMPLEMENTATION OF GERAKAN TANAM PAKSA PAKSA TANAM (ENFORCEMENT PLANTING) IN KUPANG MUNICIPALITY

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ABSTRACT

The objective of the study consists of general and specific objectives. General objective of this study is (1) to describe implementation of Gerakan Tanam Paksa Paksa Tanam (Enforcement Planting) in Kupang Municipality. In addition, specific objectives of this study are (1) describe content and policy in the implementation of Gerakan Tanam Paksa Paksa Tanam (Enforcement Planting) in Kupang Municipality; and (2) describe context in implementation of Gerakan Tanam Paksa Paksa Tanam (Enforcement Planting) in Kupang Municipality. This study used qualitative approach and type of this study was a case study. It focused on (1) Implementation and (2) Preparation. The study was conducted in Kupang Municipality. The finding mentioned two steps of policy, namely preparation and implementation. First, preparation; the government has made adequate preparation prior to the implementation of GTP2T. The government has published a guide book for GTP2T and the Regent has established regulations related to GTP2T. In addition, both the government and the organization responsible for GTP2T have spread information about this program to the public. The second is implementation; the government of Kupang Municipality used various methods and media to spread information about GTP2T. Heads of all Regional Working Units in Kupang Municipality participated in the meetings that discussed GTP2T. However, lacking communication and coordination between the counterpart and sub-region government staffs caused some problems during proposal submission and verification. As the result, a lot of proposals did not pass the verification.

KEY WORDS

Implementation, Policy, Enforcement Planting, preparations.

Municipality of Kupang needs a program of which goal is encourage public to take active participation in planting productive corps that can generate their income in order to optimize utilization of potential agricultural land in the area. It is expected that optimal agricultural management increase economic growth in Municipality of Kupang. Municipality of Kupang government realizes that program to increase family income through development of productive business can only be achieved through intensively managed leading sectors. Methods to increase role of agricultural actors in regional economic development are comprehensive planning system. This system allows the government to explore and manage potential agricultural sector, both agricultural land and the community, wisely. Related to this issue, Municipality of Kupang government launched a program called Gerakan Tanam Paksa dan Paksa Tanam (GTP2T) or enforcement planting. The purpose of this program is to encourage public participation to plant various productive crops. In other words, GTP2T is established to increase the public income by encouraging and increasing public awareness and participation to plant various types of productive crops that can generate income. Paksa Tanam emphasizes on types of plants to grow, while Tanam Paksa emphasizes on public participation and involvement to grow productive corps (2014 Decree of Municipality of Kupang Regent number 22).

Establishment of GTP2T represents Municipality of Kupang Government commitment to mak agricultural sector a leading sector that helps improving local economic. GTP2T requires local community to grow various types of productive crops. It is expected that implementation of GTP2T increases (1) production (2) income of local community members

and (3) local community member's independence. However, based on the authors' observation, GTP2T has not been able to increase income of the local community even though the Municipality of Kupang Government has spent 25 billion rupiahs in total for the program. It is reported that all of the funds have been spent but the government is unable to meet the goals of GTP2T (2014 Decree of Municipality of Kupang Regent number 22). Based on the the data issued by the National Bureau of Statistics of Municipality of Kupang, after GTP2T was launched on August 10, 2017 the economic growth of agricultural sector in Municipality of Kupang between 2012 and 2016 remained stable at five percent. The agricultural sector reached its peak growth in 2014 (5.10 percent).

LITERATURE REVIEW

Public Policy. Policy is established to create better situation and condition. The word "better" refers to orderly and welfare. In this context, the word "welfare" focuses on need of a community for facilities and infrastructure, effective, efficient and economic public service, and also development. It is in line with Marshall that "policy is a government policy that is related to action that has direct impact towards public welfare of citizens, through social services or financial assistance" (Marshall 2003). Carl Friedrich proposed another definition of policy in his book entitled *Man His Government*. Policy is a series of actions or activities proposed by an individual, group, or government in a particular environment where there are obstacles (difficulties) and possibilities (opportunities) and policy is proposed to overcome these difficulties and achieve intended purpose (Friedrich, 1963).

Both public and private institutions establish policy. One established by government or public institution is called public policy. Study on public policy is more specific compared to study on policy alone. In fact, policy and public policy has similar meaning that is instrument both individual and groups used to achieve goals. This is corroborated to Edi Suharto in his book *Social Policy as a Public Policy* that "policy is an instrument of the government, not only in the sense of government as public apparatus, but also government responsible for management of public resources" (Suharto, 2008).

Policy maker is an aspect that distinguishes public policy from other policies. Individuals or organization authorized to establish public policy is public institution or government staffs while those authorized to establish other types of policy are private institution outside the government. Public policy is not the only aspect that separates public policy from other policies. Content and context are other aspects that distinguish between public policy and other policies.

Based on the definitions, important element of public policy is government actions carried out objectively to achieve particular goals and targets that has been established to meet need of community and for benefit of society.

Definition of Implementation. Implementation is an action or execution of a plan that has been prepared and organized carefully. Implementation is conducted after planning has been completed. According to Nurdin Usman, implementation is geared towards activities, actions or mechanism of a system; implementation is more than an activity, instead it is a planned activity carried out to achieve particular objectives (Nurdin, 2002). Setiawan (2004) argues that implementation is an expansion of activities that mutually adjust interaction between goals and actions to achieve particular objectives and it requires an effective network of bureaucratic implementation.

Agustino (2008) explained that implementation is a process of carrying out certain programs that have been established and stated in a set of regulation in order to achieve an outcome that is also stated in the same set of regulation. Implementation is related to process (activities and actions) and outcome that contribute to creating a better condition and situation. Process refers to a time frame from to apply a well-organized program before it can achieve its estimated goal and objective. Implementation of a program depends heavily on process. Outcome refers to impact or result of program implementation. Activities is methods conducted by government apparatus to implement program. Action is behavior of

government apparatus responsible for program implementation to achieve particular goals and objectives.

Policy Implementation. Policy implementation is the most important aspect in public policy. Policy implementation is a method to apply particular policy to achieve its objectives. This method is transformed in the form of programs. It is in accordance to Riant Nugroho that there are two steps to apply public policy, namely direct implementation in the form of programs or derivative formulations or derivatives of the public policy (Dwijowijoto, 2003).

Policy implementation is the most important stage in public policy because success or failure of policy lies within how actors or government apparatus implement public policy. At the end of policy implementation program, one can evaluate whether public policy has been implemented effectively or not. Based on the definitions above, it can be concluded that policy implementation is a process of implementing policies in order to achieve a set of goal and target. During the policy implementation stage, one can compare between impacts of policy implementation to estimated goals of policy implementation.

METHODS OF RESEARCH

The study used qualitative approach and the type of study was case study. It focused on (1) Preparation and (2) Implementation. Setting of this study was Municipality of Kupang. Data collection techniques were interview, documentation and observation. Sampling technique used to select the informants was purposive sampling. Data analysis technique was Miles and Huberman (1992)'s data analysis. Triangulation was used for validity testing.

RESULTS AND DISCUSSION

Policy is defined as a program to achieve goals, values and directed actions. It has complex and diverse definitions that do not focus on one discipline only; instead, policy should be based upon various other disciplines such as political science, economics, sociology and anthropology. This is related to focus of policy on individual action in developing a set of regulation. Therefore, a set of policy cannot work effectively when it depends upon one aspect only. Policy is developed to create better situation and conditions. The word "better" refers to orderly and welfare. In this context, the word "welfare" focuses on need of a community for facilities and infrastructure, effective, efficient and economic public service, and also development. It is in line with Marshall that "policy is a government policy that is related to action that has direct impact towards public welfare of citizens, through social services or financial assistance" (Marshall 2003). Another objective to establish policy is to make ordinary people work more effectively and provide extraordinary outcome, which in turn make ordinary country an extraordinary one. Therefore, Municipality of Kupang Government established a set of regulation about GTP2T in order to develop economic condition of the locals in Municipality of Kupang. Objective of this policy is to set an example for other municipalities in Indonesia and make Municipality of Kupang one of the most developed municipalities in the Eastern part of Indonesia.

Gerakan Tanam Paksa dan Paksa tanam/ GTP2T (Enforcement Planting). With total area of 5,437.44 km², topography of Municipality of Kupang is dominated by hills of which average slope is 45% and altitude is between 0 and 500 meters above sea level. 67.77% area in Kupang Municipality is suitable for agriculture (42.60% of wetland and 57.40% of dry land). Kupang has tropical climate because of monsoon winds with a relatively short rainy season (December-March) and an 8-month long dry season (April-November). Based on its agro-climate and characteristics, Municipality of Kupang Regency is categorized as a type E dry climate where dry season is longer than rainy season. Therefore, the area is suitable for dryland agriculture.

However, neither the regional government nor the locals has explored these potentials to their maximum use. Most agricultural areas are either poorly managed or become wasteland. It happened because each family can cultivate only 0.5 hectare of land. These farmers cultivate their land to supply food for their family members. Therefore, instead of

seasonal plants, they grow seasonal crops such as rice, secondary crops and horticultural vegetables in their farmland.

In order to optimize utilization of the potential of agricultural land in Municipality of Kupang, the regional government should raise public awareness about agricultural management and encourage locals to grow various types of productive crops that can generate income. It is expected that optimum management of the agricultural land contribute to regional economic growth. Municipality of Kupang realizes that requirement to increase income of the locals through development of productive business is intensive management of their leading sectors. Agriculture has become the leading sector in Municipality of Kupang because it creates a lot of job and plays a major role in both regional development and regional economic growth.

In order to improve role of agricultural sector in regional economic development, both the local government and community members should develop and carry out a comprehensive planning system of which objective is to improve Municipality of Kupang agricultural sector. Related to this issue, Municipality of Kupang government launched a program called Gerakan Tanam Paksa dan Paksa Tanam (GTP2T) or enforcement planting. The purpose of this program is to encourage public participation to plant various productive crops. In other words, GTP2T is established to increase the public income by encouraging and increasing public awareness and participation to plant various types of productive crops that can generate income. Paksa Tanam emphasizes on types of plants to grow, while Tanam Paksa emphasizes on public participation and involvement to grow productive corps

The first pivotal stage is planning. In this stage, government should have a clear concept of GTP2T activities from the beginning (preparation) to the end. In addition to this concept, Municipality of Kupang Government should also develop objectives of GTP2T. Another important aspect is benefit or significance of GTP2T. GTP2T concepts need careful planning because successful implementation of this program (GTP2T) depends heavily upon its concept. Planning is the key to successful program; poorly developed concept may cause in some issues or even failure. Purpose of GTP2T activities should be clearly stated, for example what encourages the government develop GTP2T. In addition, the government should describe benefits of GTP2T towards community, economic growth and regional development. This is in accordance with Siagian (1994) that preparation or planning is whole process of careful thought and determination rather than activity that may come up in the future in order to achieve particular goals. Besides that, Kusmiadi (1995) stated that planning is the basic process that individuals use to select goals and describe methods use to achieve them.

Objectives to develop Operating Guide for Gerakan Tanam Paksa dan Paksa Tanam (GTP2T) are (a) to provide a set of guideline for government apparatus, private organization and community members in implementation of Gerakan Tanam Paksa dan Paksa Tanam (GTP2P) and (b) to provide references for budgeting that supports the implementation Gerakan Tanam Paksa dan Paksa Tanam (GTP2T). Objective of Municipality of Kupang Government Gerakan Tanam Paksa dan Paksa Tanam (GTP2T) is to encourage and increase public participation in agricultural sector by growing productive crops that help increasing farmers' income.

Implementation is a follow-up action from well-organized plan about GTP2T. Gerakan Tanam Paksa dan Paksa Tanam (GTP2T) is basically a transformation of one of the visions of Municipality of Kupang Government that is "Mengembangkan usaha produktif untuk meningkatkan pendapatan keluarga" or developing productive business activities to generate family income. Objective of this program is to encourage community members to grow various productive crops in both potential and functional farmland in order to generate higher income. Basic principle of GTP2T is community empowerment through agricultural production and productivity improvement with an assumption that higher production will generate higher income for the society.

It is expected that implementation of GTP2T increases (1) production (2) income of local community members and (3) local community member's independence. Awareness and participation from members of the society are two requirements for successful

implementation of GTP2T. The basis of GTP2T is community members and therefore, implementation of GTP2T depends heavily upon the community members. In this case, government plays role as facilitator and motivator.

Based on the findings, it can be concluded that the regional government has spread information about GTP2T in coordination meeting, through religious leaders, at churches, mosque and schools. Having heard about GTP2T, the community members begin to understand what the program is and are motivated to grow productive corps as suggested. In other words, spreading information about GTP2T equals to learning process. Not only do the community members learn about the benefit of GTP2T, but they also learn about norms and values. GTP2T socialization program has a more specific objective, which is to create system in implementation of GTP2T. Besides that, it also spreads information about advantages of GTP2T. In conclusion, GTP2T socialization refers to an activity to spread information and knowledge about agriculture and economic because it involves conveying and accepting information. Targeted audience of this program is community groups in Municipality of Kupang.

After the socialization, the Municipality of Kupang Regent Ayub Titu Eki issued direct order for the Heads of Regional Working Units (Head of Region, Sub-Region and Villages), religious leaders and school principals. They are encouraged to conduct a pilot project in their areas. This pilot project requires government apparatus to plant productive plants in their institutions. Objectives of this pilot-project are deforestation and at the same time, set an example for community members to grow productive plants in their farmland.

Based on the data from the Heads of Regional Working Units, the coordination meeting involved discussions about Sekber as an organization, tasks and function of Sekber, agenda and budget for Sekber. Sekber is responsible for helping the local government in implementation of GTP2T, facilitating activities between Head of Regional Working Units, research, up-dating data about GTP2T assets and cooperative work. Sekber management is revised at the end of 2016. This management is responsible for developing a set of working guideline, namely Pedoman Koperasi Sekolah, Pedoman Taman Eden, and Pedoman Lima Tertib. These three guidelines have been completed and would be implemented in 2017. Pedoman Koperasi Sekolah the Sekber developed involves Faculty of Economics and Business from several universities while Pedoman Lima tertib involved both the Sekber and local employment agency of the Municipality of Kupang.

The Regent, Vice Regent, Regional Secretary and his/her assistants as well as all Heads of Regional Working Units as the informants attended GTP2T coordination meeting. The following matrix describes minute meeting the Heads of the Regional Working Units took. Through the meeting it is expected that government apparatus not only encourage community members to carry out Gerakan Tanam Paksa dan Paksa Tanam (GTP2T) but also set an example for the community. Therefore, each Head of Regional Working Unit should provide certain area to grow various types of productive or decorative plants.

Another agenda of the coordination meeting is to check the GTP2T working guideline the Regent established. The working guidelines are stated in Chapter IV of the Regent Decree on Strategic Plan of Municipality of Kupang. In addition, the meeting also discusses follow-up action of GTP2T, total area for implementation of GTP2T, seeds for GTP2T, and GTP2T area in each Regional Working Unit of Municipality of Kupang. Information about GTP2T has spread among the community members. Targets of GTP2T implementation are both government apparatus and community members. The government and community members should develop network of communication and coordination among one another. Synergy and communication between government apparatus and community members are the keys to successful policy implementation.

CONCLUSION

Preparation. The government of Kupang Municipality has made adequate preparation prior to the implementation of GTP2T. The government has published a guide book for GTP2T and the Regent has established regulations related to GTP2T. In addition, both the

government and the organization responsible for GTP2T have spread information about this program to the public.

Implementation. The government of Kupang Municipality used various methods and media to spread information about GTP2T. Heads of all Regional Working Units in Kupang Municipality participated in the meetings that discussed GTP2T. However, lacking communication and coordination between the counterpart and sub-region government staffs caused some problems during proposal submission and verification. As the result, a lot of proposals did not pass the verification.

SUGGESTIONS

The Municipality Government program of which aim is to prepare GTP2T runs well and therefore, the preparation program should be conducted continuously;

The GTP2T has been running effectively. However, coordination and communication between the counterpart and the sub-region government staffs should be improved.

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