Local Government Policy Model in Utilization of Rice Harvested by the Merauke Community

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ABSTRACT
The harvest of farmers has not been absorbed optimally, Merauke rice is hampered in marketing, the government has the responsibility to pay attention to the needs of the community, especially farmers in the utilization of the rice harvest which is very abundant. Local government policy making in the utilization of rice yields in Merauke district. This research is a normative and socio-legal legal research. This research was conducted at the Regional Secretariat of the Legal Division of Merauke Regency. The location of this research was chosen based on the approach of authority and the level of involvement of the agency. Primary data, and secondary data. The data collection used was literature study, observation and interview. The analysis technique uses qualitative-descriptive data analysis. Characteristics and concepts of the policy model in the utilization of rice yields, is the existence of government and/or private policies to expand agricultural land. There is communication between government officials or private business entities with the utilization of the rice harvest. There are economic benefits for farmers. The land is dominated by land that is still forested and has not become agricultural land. It needs the support of human resources, water resources, infrastructure and financing. Influencing and livelihood conditions and the economy of local landowners and territories. Policy model in the utilization of rice yields” in this study with the main and supporting theories after being elaborated from the literature study and abstracted from the themes in the field, namely by looking at the existence of government and/or private policies to expand agricultural land. There is communication between government officials or private business entities with the utilization of the rice harvest. There are economic benefits for farmers. The land is dominated by land that is still forested and has not become agricultural land.

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1. INTRODUCTION
Policy is a human understanding of activities related to problems. A policy is set so that a solution to a problem is plural. The government is an institution formed to make
decisions for the people, but the policy will be accepted and rejected by the community.\textsuperscript{1}

At this time, there are problems that are in a complex government situation due to a multidimensional crisis, so this situation certainly requires great attention and fast but also accurate handling so that problems that are so complex and heavy that are controlled by the government can be immediately resolved. handled. overcome.

This condition places the government as others in difficult policy choices. These policies have helped the government and the people of Indonesia get out of the crisis, but it can also happen, namely, delegitimize itself.

Farmers think that the government has not yet taken the initiative to market local farmers' agricultural products. One of the Merauke farmers, Muhammad Afrullah, said that the results in Merauke are abundant and there are always problems with marketing. For that, government support is needed to open marketing faucets to other regions.\textsuperscript{2}

“Farmers' complaints about the grain that has been milled into rice have not been bought by Bulog, the Merauke Sub-Divisional Division. So that it can be in the spotlight of various groups, including the Merauke Regional People's Representative Council (DPRD). As a follow-up to farmers' complaints, some time ago Commission B of the Merauke DPRD summoned the Head of the Merauke Bulog Sub-Div, together with the Head of the Agriculture and Food Crops Service, to provide an explanation.”.\textsuperscript{3}

To meet the needs of the community requires a policy that can be taken by the government in utilizing the very large rice harvest in Merauke district so that the community gets justice in the application, utilization and management of land.

Based on the above, it can be seen how important this research is in the form of the harvest of farmers not being fully absorbed, Merauke rice is hampered in marketing, the government has a responsibility to pay attention to the needs of the community, especially farmers in the utilization of the rice harvest which is very abundant in Merauke district. is expected to contribute knowledge in the perspective of state administrative law related to local government policies in the utilization of rice yields in Merauke district. Thus the problem that is trying to be solved is how the local government policy model in the utilization of the Merauke community's crops.

2. METHOD

This research is a normative and socio-legal legal research. This study uses several approaches to obtain information about the issues raised, including other approaches, the statute approach, the concept approach (conceptual approach), the historical approach (historical approach) and the philosophical approach (philosophical approach). This study places the observations on social realities not to be placed as general propositions. This research was conducted at the Regional Secretariat of the

\textsuperscript{1} Abdal. 2015. Kebijakan Publik (Memahami Konsep Kebijakan Publik). UIN Sunan Gunung Djati : Bandung. Hal. 18

\textsuperscript{2} https://kumparan.com/bumi-papua/petani-merauke-mengadu-ke-dprd-hasil-panennya-tak terserap-

\textsuperscript{3} https://jubi.co.id/beras-petani-tak-diserap-dimana-tanggung-jawab-bulog-merauke/i

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Legal Division of Merauke Regency. The location of this research was chosen based on the authority approach and the level of involvement of the agency. The data in this study were primary data, and secondary data. The data collection used were library studies, observations and interviews. The analysis technique uses qualitative-descriptive data analysis, which is a research technique that produces analytical descriptive data with analysis using theoretical and data bases.

3. MAIN HEADING OF THE ANALYSIS OR RESULTS AND DISCUSSION

Merauke as one of the regencies in Papua Province which covers an area of 4,469,841 ha has potential land for the development of agricultural commodities, including 1.9 million ha for lowland rice, not including 0.5 million ha of dry land. Soil in this district is formed from fluvial sediments (rivers), marine deposits (sea), weathered organic matter, and sedimentary rocks. The quality and characteristics of soil for agriculture will greatly depend on climatic conditions, types of rock or parent material, terrain and other environmental biophysical properties. Soil formed from fluvial sediments material for the development of agricultural commodities including lowland rice in the district is more potential than soil formed from other parent materials.

For the development of lowland rice and other seasonal crops in order to make Merauke Regency a food barn in Eastern Indonesia, it is necessary to support the availability of accurate land resource potential data. The data, which covers the entire Merauke Regency area, is available, resulting from ground level mapping at a scale of 1:250,000⁴ and the results of the 1:200,000 scale AEZ mapping. More detailed land resource data i.e. semi-detail scale 1:50,000 scale is available in several locations.⁵

In general, the Merauke Regency area can be divided into 3 types of agro-ecosystems, namely: (1) lowland wetlands consisting of tidal swamps, non-tidal swamps, and alluvial plains, (2) dry lowlands, and (3) lowland areas. hills and mountains. The southern part of Merauke Regency whose agro-ecosystem includes lowlands has a dry climate, the dry season generally reaches > 6 months.⁶

Population growth in Indonesia will affect the level of food availability, while some agricultural lands have been converted into residential areas or industrial manufacturing areas which are generally productive food crop producing areas. Various efforts were made to increase agricultural production, among others, by intensification and extensification, namely through the expansion of agricultural land. One area that has a large enough land potential in Indonesia that can be developed is Merauke Regency. President Joko Widodo in his speech last April 2015 declared and placed Merauke Regency, Papua Province as a national food barn and potential land for agricultural development with an area of 1.2 million hectares.

Policy implementation according to Van Meter and Van Horn (Arif Rohman, 2009: 134) is intended as the overall action taken by individuals/officials or government or private groups directed at achieving predetermined policy goals. While Akib Haedar (2010), the objectives of policy implementation are formulated into action programs

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⁴ BMG Merauke. 2007. Data Iklim : Curah Hujan, Kelembaban Udara, Suhu Udara dan Penyinaran Matahari di Daerah Merauke.
⁵ Dispertahor Kab. Merauke, 2004. Pemetaan AEZ Tingkat Tinjau skala 1:200.000 dan Tingkat Semi Detail skala 1:50.000 di Wilayah Kabupaten Merauke
⁶ Puslittan, 1985. Survey dan Pemetaan Tanah Tingkat Tinjau Daerah Merauke dan Sekitarnya, Kabupaten Merauke, Propinsi Irian Jaya
and certain projects that are designed to be financed. The program is implemented according to plan. Implementation or program – largely influenced by the content of the policy and the context of implementation. The model developed by George C. Edwards III (1980) in Subarsono (2011, p.90), policy implementation is influenced by four interrelated variables.

each other, including: a) Communication, b) Resources, c) Disposition, and d) Bureaucratic Structure.

According to Syaifuddin (2007), Response is the answer or reaction given by the individual to the stimulus (stimulus) of the social environment he receives. A stimulus can cause more than one different response and several different stimuli can cause the same response. In the Big Indonesian Dictionary, response means response, reaction, answer. To respond means to respond, to respond, so to respond in a verb, namely how someone responds, reacts or responds to something that happens. Social Phyikological Theory, Walgito (2002). Response is an objective reaction that is influenced by 3 (three) namely: (1) individual characteristics which include socio-economic conditions; (2) The target object in this case is the physical condition at the program implementation and at the end of the program; (3) The situation when perceiving the object.

The existence of the government and stakeholders such as traders or entrepreneurs in the fields of production, post-harvest, and product processing and marketing play an important role in the development of food production, especially for rice. The rice commodity is still a top priority to be developed in line with the increasing number of consumers. In the development of the rice, corn, and soybean commodities, in order to realize better economic welfare of farmers, policies that take into account indicators of welfare, income, production, or strengthening of farmer resources are needed. Boediono stated that currently Indonesia needs the support of economic performance to achieve a level of balance between technocracy and democracy which is reflected in the balance between the achievement of the interests of the policy maker (government) and the achievement of the interests of the welfare of farmers/society.

Stable food availability is one of the needs in the survival of a country to meet national food needs. National food policy aims at Alimoeso: (1) increase farmers' production and income; (2) ensure the availability of food at any time in any place at an affordable price; and (3) improve the nutritional status of the community. In the short term, apart from the need for policies to control food imports, especially rice, policies are also needed to encourage increased domestic production of rice, corn and soybeans through increasing their productivity, especially in production centers. Darwanto and Ratnaningtyas research results shows that in the long term the policy of limiting imports can be reduced gradually, but a policy of increasing domestic production is

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still needed, accompanied by efforts to diversify food consumption, to reduce pressure on the demand for rice.

Based on the picture above, we can see that policies are taken by regional leaders from the central government, provincial governments, district governments, entrepreneurs, and even farmers. The government (central, provincial, district/city) here is the policy maker in the implementation of agricultural development and for the development of their respective regions. entrepreneurs can take policies in marketing procedures, distribution and consumption of post-harvest products, while farmers have the authority in terms of production and at harvest time. but in its implementation in determining an agricultural development that goes well in an area, government policy is very important for efforts to improve the economy in each region.

**3.1. Policy Model:**

1. Government (Policy)

The government is an organization that has the authority to regulate the community in a certain area, which is generally the state. There are several definitions of government systems. In developing the agricultural sector production center area in Merauke Regency, the easternmost part of the Republic of Indonesia, a reorientation of the approach is needed, namely from commodity-based to resource and community-based. Therefore, the local and central government assisted by a team of multi-disciplinary...
experts have initiated a development concept, namely the Merauke Integrated Rice Estate (MIRE) by bringing all Merauke's superior commodities into a KSP with an integrated spatial plan. MIRE has been equipped with an economic feasibility analysis for the next 20 years. However, MIRE has been given a new name by the Directorate General of PLA, Ministry of Agriculture, namely the Mereauke Integrated Food and Energy (MIFE) concept of thought there but has not conducted a social and economic feasibility analysis as is the case with the MIRE concept.

Furthermore, the central government's support and commitment is needed to local governments who have taken the initiative in developing Merauke as a national food barn, and agropolitan, bio-energy and agro-tourism in KTI. A conducive investment climate, especially regarding land status and supporting infrastructure, especially roads and ports, so that investors can immediately invest in Merauke to accelerate MIRE development. On the other hand, concrete support, especially development and political funds from the central government, is very much needed, especially since the formation of the province of South Papua has entered the final process.

2. Resources (Farmers, Agricultural Land and Crops)

Vertical linkages are intended to create added value for agricultural products by utilizing advances in harvesting and post-harvest technology innovations, both primary and secondary. In other words, farmers and their business groups must be able to carry out planting-pick-if-sell or delay selling waiting for a more profitable price. Application of agricultural mechanization both during production and harvest and post-harvest. The shortage of manpower in Merauke will further encourage the use of agricultural tools and machinery (Alsintan) such as tractors, planting tools, harvesting tools, grain threshers (thresher), Rice Milling Units (RMU), dryers, and warehouse systems. The warehouse system can help farmers to delay the sale of their crops and derivative products until the selling price is stable and profitable.

3. Institutions (Local Government, Private Parties, and Community)

Inter-institutional linkages are the main pillars of agriculture-based rural development. The revitalization of farmer and extension workers' institutions followed by consolidation of business management will restore the vitality of agricultural development that has been achieved in the past, namely the agricultural sector as the largest contributor to national economic development. Institutions that must be immediately addressed are the revitalization of extension services by increasing the number of field extension workers and encouraging the presence of independent extension workers, many of whom have been built by NGOs.

The linkage between research and development institutions with extension institutions and farmer institutions is a pre-requisite to open up the widest possible access for farmers to advanced technological innovations, both broader and site-specific.
The division of tasks is very useful because it is carried out through an analysis of the capabilities of members in an organization which is an activity in determining what work is to be done and who should do the task. This activity is an attempt to create quality of work and quality of total performance in an organization. The implementation of effectiveness and efficiency in institutions can be seen from the participation of the community in the division of tasks into groups. This is an innovation that can facilitate and improve the performance of each group which can have an impact on the ability of each individual in the group with the division of tasks for members of the farmers. In an organization of rice farmer groups it is much easier to organize and clarify related activities to be carried out and in the process of ongoing agricultural activities the farmers only carry out tasks according to the agreed division of tasks there has been the formation of a mentoring team specifically made to assist in carrying out the implementation empowerment program in each designated farmer empowerment area.

4. Utilization of Harvest

Harvesting is an activity to accumulate or collect ripe grains of rice from the fields. Harvesting activities include the process of harvesting, assembling, threshing, managing, and moving which are carried out in stages. In the process, it is very important to apply a good method or method in order to maximize grain yield and minimize damage during the harvesting process.

The activities in harvesting include:

a. Determination of Harvest Time, based on: Visual Observations: by looking at the appearance of rice on a stretch of rice fields, the optimal rice harvest age if 90-95% of rice grains in panicles are yellow or yellow, in this condition will produce good quality grain so as to produce milled yields good.

Theoretical Observations: done by looking at the description of rice varieties and measuring the moisture content with a moisture tester. Based on the description of rice varieties, the correct harvest age is 30-35 days after flowering evenly or 135-145 DAP, based on the water content the optimal age of rice is achieved after the grain moisture content reaches 22-23% in the dry season and between 24-26% in the rainy season.

b. Harvesting, Rice Harvesting Age. Rice harvesting must be done at the harvest age that meets the following requirements: . 90 -95% of the grain looks yellowed. Panicles are 30-35 days after the flowers are evenly distributed. The moisture content of grain is 22-26% as measured by a moisture tester.

Rice Harvesting Tools and Machines, Rice harvesters must use tools and machines that meet technical, health and economic requirements. Rice harvesting tools and machines have evolved from ani - ani to jagged sickle with very sharp steel material, and the last one has been produced is Reaper, striper, and combine harvester.
Harvest System, Harvesting system varies from one area to another. A wide variety of traditional and semi-mechanical tools, or mechanisms can be used. Here are some rice harvesting systems: Manual Harvesting and Threshing, Using traditional tools for harvesting such as sickles, and knives. For threshing using simple threshers such as stones, boards, threshing racks, it can also be done by trampling both by farmers and animals. The simple thresher pedal became known in this harvesting process.

Manual Harvesting And Mechanical Threshing, Manual harvesting is done by hand. The use of portable thresher/stationary thresher is starting to be used to activate manual threshing considering the high labor requirements. Stationary threshing is generally carried out in rice fields, or near rice fields.

Reaping And Threshing With Machines, Using a reaper (reaper), threshing with a threshing machine, and done either manually or by machine.

Combine Harvester Machine (Combine Harvester), Combines all processes: crop, put it in the threshing mechanism, manage, and load the rice into the bulk tank or directly into the bag. Straw is usually dumped behind the mechanism.

c. Stacking And Gathering, Inaccuracy in collecting and collecting can cause very high yield losses. By using the base and container at the time of collection and collection can reduce yield losses between 0.94 – 2.36%.

d. Threshing, Inaccuracy in threshing can result in yield losses of up to 5% more, the method of threshing rice has developed by means of being crushed or stepped on and beaten, has been switched to using a threshing machine.

e. Cleaning, The activity of cleaning is cleaning empty rice seeds, stems and leaves left over from threshing, as well as other objects other than rice. This is important to do so that the quality of the harvested rice remains good.

f. Transportation, the activity of collecting crops from the fields to the drying area for drying afterwards.

To increase the competitiveness of products produced by each agricultural-based rural development growth center in Merauke, it can only be done through several strategic operational steps. First, take advantage of competitive and comparative advantages in managing agricultural resources centrally in the hands of farmers. Second, choosing superior commodities that have the most profitable added value in accordance with the competitive advantages of each commodity. Third, expanding market coverage and distribution from local to regional markets (inter-regional or inter-island) and national and international markets. Fourth, expand and strengthen transportation infrastructure as the lifeblood of the movement of goods and services.

5. Policy Model
the appearance of a particular part of a problem situation simply for special purposes. Just as the policy problem is a mental construction based on the conceptualization and specification of the elements of a problematic situation, the policy model is also an artificial conceptualization of policy issues, such as energy, environment, poverty, welfare, crime, etc.

The main policy implemented by the government to advance agricultural development is through farmer empowerment programs through various types of activities, which have been started since the New Order era until the current reform era. This is stated in various policies as outlined in various regulations, such as Law No. 16 of 2006 concerning agricultural, fishery and forestry extension systems, Law No. 19 of 2013 concerning protection and empowerment of farmers.

In line with existing regulations, the Merauke district government through the Department of Agriculture has programmed various farmer empowerment activities starting from the budgeted through the APBD, APBN, in collaboration with government agencies, SOEs, the private sector and self-help.

Through interviews conducted by both farmer leaders/managers of farmer groups and members of farmer groups. Most of the respondents have felt the results and benefits of empowerment programs/activities that have been implemented, both physical (assistance for machineries, superior seeds, fertilizers, pesticides etc.) as well as non-physical activities such as extension activities in various methods (field school, socialization), demonstration of new technology, farm capital assistance.

In the context of withdrawing a regulation or making a policy, one must take into account. The position of the model "Policy in the utilization of rice yields" in this study with the main and supporting theories after being elaborated from literature studies and abstracted from themes in the field is shown in the following figure:
So that the characteristics and concept of the model "Policy in the utilization of rice yields", are: The existence of government and or private policies to expand agricultural land. There is communication between government officials or private business entities with the utilization of the rice harvest. There are economic benefits for farmers. The land is dominated by land that is still forested and has not become agricultural land. It needs the support of human resources, water resources, infrastructure and financing. Influence and livelihood and economic conditions of landowners and local area.

3.2. Policy Implementation

1. Communication: socialization and approach to farmers
Communication is carried out by the Merauke Regency government apparatus through outreach activities and personal approaches to land owners. This socialization activity is carried out continuously to explain government policies. The formal socialization carried out by the Merauke Regency Government apparatus was felt to be insufficient, so an informal approach was taken to intensify communication with land owners. The location of agricultural land development to be worked on requires the approval of the land owners and after obtaining new approval, land clearing is still in a forested condition.

2. Resources: community conditions, limited infrastructure, human resources
In conventional farming farmers force crops to grow and produce abundant yields. Meanwhile, local wisdom in agriculture that has been practiced by our ancestors is in harmony with nature.
To get a bountiful harvest, it must be done in harmony with nature and this is sustainable which rests on local agriculture in developing as a belief system that has an
impact on environmental conservation and is rooted in something that has the power to protect nature. With this, the harmonization of the social, economic and environmental chains is maintained. However, the existence of local wisdom in agriculture seems to be marginalized and seems far from being touched by digital technology as long as farmers are oriented to crop productivity but do not pay attention to the sustainability of the land they cultivate.

Abundant natural resources will be meaningless if they are not managed with knowledge. In essence, the government has provided opportunities for farmers and it is up to farmers how to seize these opportunities by changing the paradigm of thinking for the benefit of the farmers themselves, especially in facing life and improving welfare.

Technology that is environmentally friendly and in accordance with appropriate technology will provide economic benefits for the community and is developed as a response to agricultural effectiveness to increase production based on market demand. The status of the land is still in the form of forest area and some areas that are reserved for non-forestry activities have been encumbered with permits for oil palm and sugar cane plantation companies so that land for food crop farming is limited. The correlation between land area and the number of farmers has not been balanced so that the next addition of agricultural land to be worked on will experience a shortage of human resources to cultivate the land. The resources needed are farmers' resources, which are currently very limited with the population in Merauke Regency.

Another important resource in the development of agricultural land is water. Water sources in Merauke Regency are limited in the rainy season while the dry season will experience a fairly long drought.

3. Disposition: understanding and acceptance from society
Public acceptance and understanding of the information policy on the use of rice yields cannot be separated from the channels used to convey information on the utilization of rice yields as well as information on policies on the use of rice that are accurate, clear, complete and attractive to the public. pay more attention to the existing message to then understand and behave according to what is expected of the message received. Public acceptance and understanding of rice utilization policy information can be seen from their knowledge of rice harvest utilization policy information, their attitude towards known rice utilization policy information and also how the community's behavior towards rice harvest utilization policies after knowing it. Public acceptance of the policy on the use of rice yields causes them to know what previously might not have been known, previously the policy on the use of rice yields will lead to certain attitudes towards the policy of utilizing the rice harvest which has been known and finally. knowledge and attitudes will be able to realize the community in real behavior in the form of behavior that is in accordance with the policy on the utilization of rice yields in carrying out development activities not to carry out activities first before the issuance of the policy on the utilization of rice yields.

Reception and understanding are two things that are closely related and cannot be separated when it comes to information, because after all, a new information will be received if it is received by the recipient of the message. Acceptance and understanding are related to knowledge, attitudes and behavior. Someone who accepts and understands something that can be seen from the knowledge, attitudes and behavior that appear.
From the comments given by the informants, it was revealed that the acceptance and understanding of the community regarding the policy on the use of harvest products was quite good, it was just that there were some government officials from the relevant agencies who sometimes played with the community, besides that sanctions were still not given to the people who violated the rules to prevent the emergence of obedient behavior. From the community, it was seen that many of them violated, but were not given any meaningful sanctions, at most only a verbal reprimand and no more severe legal action was ever taken. This triggers people to pay less attention to the applicable rules.

The understanding of the land owners is needed for the government's policy to develop agricultural land to be realized. This understanding is closely related to the communication carried out by the Merauke Regency government apparatus. The understanding of private land owners is faster than on communal land or customary land which requires understanding from communal members. Understanding of the land owner will open up opportunities to provide land for use as agricultural land. Although not all landowners who understand will give up land, but most are willing to give up land for agricultural development because of the benefits that will be obtained.

4. Institutions: Local Government, Indonesian National Police, Private and Community

The development of agricultural land in Merauke Regency is a policy of the central government through the Ministry of Agriculture of the Republic of Indonesia with the main funding using the State Budget. This policy is continued at the regional level with the person in charge of the Papua Provincial Agriculture Service and the Merauke Regency Agriculture and Horticulture Service. The execution of land clearing involves elements of the TNI, except on company land carried out by the company concerned. The growth of land leases between land owners and cultivators through Gapoktan which is fostered by the Merauke District Office. Gapoktan is a combination of farmer groups. The management of Gapoktan has been approved by the Regent. Gapoktan has an important role in the relationship between the Merauke Regency Agriculture Office and farmers. In the development of agricultural land, it still has shortcomings, namely the licensing documents have not been completed by the government and private companies

4. CONCLUSION

The position of the "policy model in the use of rice yields" in this study with the main and supporting theories after being elaborated from the literature study and abstracted from the themes in the field, namely by looking at the existence of government and or private policies to expand agricultural land. There is communication between government officials or private business entities with the utilization of the rice harvest. There are economic benefits for farmers. The land is dominated by land that is still forested and has not become agricultural land. It needs the support of human resources, water resources, infrastructure and financing. Influencing and livelihood conditions and the economy of local landowners and territories. the process of implementing policies that are in accordance with the conditions of the community that need to be considered, namely the communication of resources, dispositions and institutions.
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