The Spatial Planning Policy Implementation of Gianyar Regency in Preserving Paddy Field

Barlianti Vavorita a *

a Ministry of Agrarian Affairs and Spatial Planning/ National Land Agency, Jakarta, Indonesia

ABSTRACT

The global phenomenon of agricultural land conversion struck in the most famous island in Indonesia, Bali especially Gianyar Regency. In 2017, Gianyar Regency known as one of Bali rice barns and got the highest Food Security Index (IKP) scores in Indonesia. Therefore, in order to maintain the availability of agricultural land to support the food security, the intervention from government needed. In this case is the spatial planning policy. This study explores the implementation of spatial planning policy in Gianyar Regency, Bali. The research use qualitative approach focused on four factors of effective implementation proposed by Edward III: communication, resource, disposition and bureaucratic structure. This study use interview, observation and documentary study to collect the data. The result shows that the communication among the local authority is need to improve because of inconsistently transmission to the farmer/ public. Furthermore, the bureaucratic structure fragmented in a local level result in less effective implementation. While for another factors is not urgently enough for further consideration.

INTISARI

The global phenomenon of agricultural land conversion struck in the most famous island in Indonesia, Bali especially Gianyar Regency. In 2017, Gianyar Regency known as one of Bali rice barns and got the highest Food Security Index (IKP) scores in Indonesia. Therefore, in order to maintain the availability of agricultural land to support the food security, the intervention from government needed. In this case is the spatial planning policy. This study explores the implementation of spatial planning policy in Gianyar Regency, Bali. The research use qualitative approach focused on four factors of effective implementation proposed by Edward III: communication, resource, disposition and bureaucratic structure. This study use interview, observation and documentary study to collect the data. The result shows that the communication among the local authority is need to improve because of inconsistently transmission to the farmer/ public. Furthermore, the bureaucratic structure fragmented in a local level result in less effective implementation. While for another factors is not urgently enough for further consideration.
1. Introduction

The world population has increased significantly from 2.5 million in 1950 to 7 million in 2010. Furthermore, Nygaard in IFPRI (1994) estimated that in 2020 the world population will be 8 million. The increasing population has led to unsustainable agricultural land use because of the need of housing and industrial. The need for housing can threatened the existence of productive agriculture land. The land conversion basically is a natural issue in the current modern era, but the conversion function of land in reality also leads to many problems since it is taken in productive agricultural lands. Agricultural land, especially paddy fields, is a good medium for rice to grow. More than 90% of the world’s rice is produced and consumed in Asia which have suitable climate for crop to grow. Indonesia becomes the third largest country for rice production, under China and India. Despite its “achievement”, Indonesia still has to import rice almost every year.

The phenomenon of agricultural land conversion also struck in the most famous island in Indonesia, Bali. Bali Province has 5,636,66 km² wide area or 563,666 ha, with 75.980 ha of agricultural land area or 13.47% from total area of Bali province. Based on statistical data irrigated land in Bali has decreased from 81,040 ha in 2010 to 75,980 ha in 2014. Most of land converted has been used to build for resident and industrial purpose. Each year the amount of agricultural land on Bali continues to decline with thousands of hectares converted to non-agriculture use. Bali’s agricultural products have a worldwide reputation. Bali rice is famous across the nation, considered by many to be the best in Indonesia (Peters and Wisnu, 2013:327). In the period from 2005 until 2010 Bali lost around 5,000 hectares of productive agricultural land.

As a part of Bali, Gianyar Regency also experiences massive land conversion. According to I Made Raka, head of Gianyar agricultural department as published in http://www.harnas.co/2018/02/19/ubud-tertinggi-alih-fungsi-lahan:

The result of massive number of agricultural land conversion cause in the decreasing production of agricultural product. He also said that in 2017, rice production in Gianyar Regency known as one of the rice barns in Bali has decreased to 169,838 tons of milled dry grain compared to the previous year production.

Then it will be processed to produce 99,480 tons of rice. From the information can be calculated that every individual of 503,900 populations in 2017 in Gianyar Regency will receive 197.42 kg a year or 0.5 kg a day assumed it evenly distributed. This number is certainly not able to meet the consumer needs especially with the increase number of tourists who come in this regency.

According to Badan Ketahanan Pangan (BKP)/Food Security Agency in 2018:

The three regencies with the highest IKP (Indeks Ketahanan Pangan/Food Security Index) scores in Indonesia are Tabanan, Gianyar, and Badung (Purwati, 2019). Gianyar Regency was selected because the regency faced the highest land conversion toward tourism in Bali (BPS, 2017).

Tourism activity in Gianyar Regency is concentrating in Ubud sub-district with the highest number of agricultural land conversion to residential or tourist accommodation (hotel, villa, guest house and resort), outnumbering another sub-district in Gianyar Regency (BPS, 2017). Uncontrolled accommodation development in Gianyar Regency harms the existence of agricultural land, especially paddy field. Therefore, the agricultural land or paddy field is important to maintain in order to keep the sustainability of tourism in Gianyar generally, which gained economic benefit for the local people.

The intervention from government, especially from local government, is needed to make land policies, to control the land conversion (Azadi et al., 2011). In national level, government has issued regulations, to protect the food-producing land contained in Law No. 41 year 2009 about the protection of sustainability agricultural crop land/Perlindungan Lahan Pertanian Pangan Berkelanjutan (PLP2B). While in local level, the spatial planning of Gianyar Regency has issued since 2012 and derived from provincial level spatial planning. The weak enforcement can cause problem of decreasing food production that is not adequate for increasing population. The weak enforcement of spatial planning can cause sporadically development, irregularly and may even cause problems in the future.

2. Theory

2.1 Public Policy Implementation

Public policy as all the choices or actions taken by the government, regarding any choices made by the government, either to do or not to do something (Dye, 2005). While Lester, James P and Steward, Josep Jr. (2000:18) stated that public policy is a process or a series or pattern of governmental activities or decisions that are design to remedy some public problem, either real or imagined.

In general, public policy implementation process conducted after official policy is agreed upon. Jenkins (1978:203) stated that the implementation study is a study of change: how change occurs, how the possibility of change can be raised. While Bernadine R. Wijaya & Susilo Supardo (2006:81) said that implementation is the process of transforming a plan into practice. Another scholar also provides definitions of implementation as
cited in Pasolong (2016): Hinggis (1985), defines implementation as a summary of the various activities in which human resources use other resources to achieve the objectives. Grindle (1980), implementation is seen as a process that is full of political content in which those who have interest trying to influence it as much as possible. Gordon (1986), said that the implementation is related to various activities directed to the realization of the program. Then, Mazmanian and Sabatier (1983) suggested that implementation is an effort to implement policy decisions. George Edward III (1980) argued that lack attention to implementation is the main problem of public administration. He said that, without effective implementation the decision of policy makers will not be carried out successfully. Edward III advises to pay attention to four key issues for effective policy implementation: communication, resource, disposition or attitudes and bureaucratic structures.

2.1.1 Communication

According to Edward III, communication determines the success of achieving the goal of public policy implementation. The communication is a process that contains ideas that are transferred from the source to the recipient with the aim of changing their behavior especially farmers (Sutarto, 1991). Good communication channel can produce a good implementation. Misunderstanding (miscommunication) often happens in the distribution of communication. Communications received by policy implementers must be clear and consistent. The prospects for effective policy implementation determined by the communication to the executive policy accurately and consistently (Van Meter & Van Horn, 1974).

2.1.2 Resources

The success of policy implementation depends on the ability to utilize available resources. Humans are the most important resource in determining the success of policy implementation (Van Mater & Van Horn, 1974). Other than human resources, Edward III included information, authority and facilities for variable that influences the successful implementation of a policy.

2.1.3 Disposition

Disposition is the desire of the stakeholders to implement the policy (Edward III, 1980). It is related to the attitude or the acceptance of the actors toward the spatial planning regulation.

2.1.4 Bureaucratic Structure

According to Edward III, the characteristic of bureaucratic structure is fragmentation. Fragmentation is spreading the responsibility of a policy to several different agencies so that require coordination. In general, the greater the coordination needed to implement the policy, the less likely the success of the program or policy.

2.2 Spatial Planning

Spatial planning refers to the methods used by the public sector to influence the distribution of people and activities in spaces of various scales in order to improve the built, economic and social environments of communities (UN, 2008). The Spatial Plans is to investigate the implementation of the local development framework system and to identify emerging issues and good practice for wider dissemination (Nadin, 2006). Furthermore, It aims to create a more rational territorial organization of land uses and the linkages between them, to balance demands for development with the need to protect the environment, and to achieve social and economic objectives. Spatial planning tries to coordinate and improve the impacts of other sectoral policies on land use, in order to achieve a more even distribution of economic development within a given territory than be created by market forces.

Law no 41 of 2009 about the protection of sustainability food agricultural land/Perlindungan Lahan Pertanian Pangan Berkelanjutan (PLP2B) then became the basis of government regulation about spatial planning policy in all regions in Indonesia. Bali Province has adapted this regulation into Provincial Regulation No. 16 year 2009 about Bali Provincial Spatial Planning Program Year 2009-2029/Rencana Tata Ruang Wilayah Provinsi Bali Tahun 2009-2029. The provincial spatial plan is a guideline for spatial planning of the regency/city.

2.3 Paddy Field Conversion

The English term, paddy or paddi, originates from the Malayo-Indonesian term, padi, which means rice plant. Most of the paddy fields in Asian countries correspond to the definition of the term of sawah. The term sawah refers to a leveled rice field surrounded by bunds with inlet and outlet connecting irrigation and drainage. Nowadays, there are massive trend of land conversion from agriculture to non-agriculture. And most of them are the paddy field. Population, the need of land for non-agricultural purpose, economic condition, socio and culture, environment degradation are some of the factors that influencing land conversion. Isa (2006) said that the land conversion result in: (a) The decrease number of food production and threatened the food security; (b) Farmer unemployment and can cause social problem; and (c) Investation loss on infrastructure (irrigation).
3. Research Method

This study uses qualitative research approach. Qualitative research methods were developed in the social sciences to enable researchers to study social and cultural phenomena. It is related with data that usually not in the form of numbers and the goal is to gain a deeper understanding of a person’s or group’s experience (Wahyun, 2012:1). Moleong (2004:97) argue that research focus in qualitative research is very prominent, even though it has tentative characteristic. That means the research focus can change during the research to adjust the existing conditions. In this research, the focus consists of: (a) Analyze the effectiveness of spatial planning policy implementation for managing paddy field in Gianyar Regency. It is focused on four factors of effective implementation proposed by Edward III: Communication, resource, disposition and bureaucratic structure; and (b) Identify the constraining and supporting factors in implementing spatial planning policy.

The study conducted in Gianyar Regency. Gianyar Regency is selected because there are two major economic activities in Gianyar, which are agriculture and tourism. Gianyar has high population growth after Badung and Denpasar. Gianyar also experienced high impact on tourism industry, it can be seen from many tourist accommodation emerge such as star or non-star hotel, homestay and restaurant. Besides known for its tourism, Gianyar also known as the second largest producer of rice in Bali after Tabanan Regency.

Data source of this study collected by interview, survey and observation, and documentary study. The informant for the interview is local authority staff including Gianyar Public Work Office, Land Office of Gianyar Regency, Gianyar Agricultural Department, Village Officials, and Customary Leader. The documents collected in this study include regulations issued by local governments, articles from the internet, newspapers, brochures and photos. Other than that administrative boundary of Gianyar Regency which collected from Land Office of Gianyar Regency and Regional Land Office of Bali Province. In addition, statistical data documents and agricultural zone maps were obtained from www.bps.go.id and Public Work Department respectively.

4. Results and Discussion

4.1 Research Site Description

Gianyar regency is one of nine regencies/municipality in Bali Province which is geographically located at position 8°18'0 52° South Latitude, 115°0 0S 29° dan 115°22'0 East Longitude. This area is quite strategic because it is located among 4 regencies which are the Capital of Bali Province Denpasar and Badung Regency in West, Klungkung and Bangli Regencies in East and Bangli Regency in North. Gianyar regency has an area of 368.00 km² (6.52% of the total area of Bali). Total Population in Gianyar Regency in 2008 is 438,974 people with Population density 1,193 people/ km². The population always increasing every year, and by 2016, population of Gianyar Regency reaches 499,600 people, consisting of 252,200 male and 247,400 female. Compared to other districts in Bali, Gianyar has neither a lake nor a volcano, some parts of the land are rather high and hilly. Overall land use in 2016 is as follows: 29.946 ha of agricultural land, consisting of 14.376 ha of agricultural wetland and 15.570 ha of other type of agricultural land. While the rest, 6.485 ha, is non-agricultural land.

![Decreasing Number of Agriculture Wetland Area in Gianyar Regency](Image 328x455 to 535x581)

Figure 1 Decreasing Number of Agriculture Wetland Area in Gianyar Regency

Source: BPS, 2017

The agricultural wetland is decreasing compared with 2015 and 2014 which are 14.420 ha and 14.575 ha respectively as seen in figure 1.

4.2 The Spatial Planning Implementation Analysis

According to Edward III, the effectiveness of spatial planning policy implementation can be seen from communication, resources, disposition and bureaucratic structure.

4.2.1 Communication

The communication is a process that contains ideas that are transferred from the source to the recipient with the aim of changing their behavior (Sutarto, 1991). And Communication determines the success of achieving the goal of public policy implementation (Edward III, 1980). In this research, the actors related to the regulation are local authority, public and farmer. The actor was questioned about their knowledge of spatial planning regulation in Gianyar Regency No 16 year 2012. From the field survey concluded that the regulation has been communicated well to the local authority staff that related to the spatial planning regulation. Most of staff of the local authority has well understanding about the regulation. On the contrary, the farmer and public mostly never heard about the regulation. It can be indicated that
the regulation is not communicated well to the public and farmer.

There are also three indicators that can be used to measure the success of communication variables, which are seen from the transmission process, seen from its clarity and seen from its consistency.

4.2.1.1 Transmission

Transmission is the process of how these rules can be communicated well to the implementers. The regulation has been successfully transmitted to the local authority. This is known from agencies that are guided by the RTRW regulation, such as BPN using this rule as the basis for carrying out its work. However there is lack of socialization from Local Government to the public regarding the spatial planning policy implementation. Socialization is the way to transmit the information. This is based on the statement from Head of Spatial Planning Section, Public Works and Spatial Planning Office in 13 July 2018. He said that:

“The community is less aware of the RTRW regulations because of the lack of socialization from the local government” (Friday, 13th July 2018: 09.10 AM).

The regulation also transmitted through the official website of Planning Agency of Gianyar Regency. As shown in figure 2.

Figure 2 Information of RTRW on Government Website
Source: Website of Bappeda Gianyar Regency

The website shows that the RTRW information is presented in the form of pdf file. The file must be downloaded first in order to see its content. The information first published on 23rd June 2016 and have been visited by 255 visitors in 2018. This way of transmission cannot reach the public who have limited access to internet, whether because of the signal or the user ability in using internet. The website also needs to be more users friendly. It should need only one click mechanism, then the user can understand the information want to be transmitted through the website.

4.2.1.2 Clarity

According to Edward III, communications received by policy implementers must be clear and not confusing. It means that the implementers understand clearly the intent and purpose of the regulation. Based on field observation, the RTRW regulation in Gianyar Regency is still macro and not clearly enough to classify the portion of the zone.

According to Head of Spatial Planning Section, Public Works and Spatial Planning Office, the RTRW regulations is macro and not effective in stemming the agricultural land conversion that occur in Gianyar Regency. This also supported by a statement from head of PGT and KT sub-section of Gianyar Regency land office:

“The legal basis of land conversion in the form of Local Regulation is the regulation No. 16 of 2012 about RTRW of Gianyar Regency. But, the RTRW is not detail, because RDTR has not legalized yet” (Wednesday, 11th July 2018: 11.20 AM).

In RTRW, there is no classification of what type of building should develop in certain area. Therefore, the building development especially the tourist accommodation (villa, hotel, guest house and resort) is concentrated near the tourist location area. According to the observations along the green lines in Gianyar Regency, no construction warning signs were found causing the presence of buildings along the green belts as seen in figure 3.

According to the regulation, in Ubud sub-district, along Tebongkang-Banjar Mas Sayan roadway, the left side Km.19.200-Km.20.100 with depth more or less 150m, and the left side Km19.200-Km.20.100 with depth 500m, the concrete building should not be developed.

According to Edward III, at certain level, the implementers need flexibility in implementing the policy. While in another level, the goal will be deviated. The need for housing is definitely cannot be avoided especially related to the property right. As a statement from Head of Spatial Planning Section, Public Works and Spatial Planning Office:
“In general, the land along the green lane is private property. The government does not have strong authority in forbidding people to convert their land” (Friday, 13th July 2018: 09.10 AM).

For that reason, the local government consider to issuing the residential development permission with still regard on the right proportion.

4.2.1.3 Consistency

Consistency in communication means that the communication is consistently carried out by the implementer. According to the observation, most of public not recognize about the spatial planning of Gianyar Regency. The socialization is rarely conducted, therefore the public not really understand about the regulation. It means that the regulation not consistently communicated. Even though the socialization rarely carried out, the information about spatial planning can be found in Gianyar local government website with some limitation. The online resource such as the government website usually not accommodated the need of public who lack skills of using modern technology such as internet. The conservative ways such as socialization or face to face communication which consistently carried out still need to be conducted.

4.2.2 Resources

Resource plays a role in influencing success in the implementation of a regulation. The resources are divided into staff, information, authority and facility.

4.2.2.1 Staff

According to Edward III, The main resource in policy implementation is staff. The public policy implementation can fail because of staff which is insufficient, inadequate, or incompetent in their field. Furthermore, humans are the most important resource in determining the success of policy implementation (Van Meter & Van Horn, 1974). The calculation of number of the staff in Public Work Department and Land Office of Gianyar Regency is quantitatively sufficient. In additions he also said that the staff is already competent in their field.

“We provide them with knowledge about RTRW because field survey using GPS. After getting the coordinat, we plot it into RTRW map... thus coordinat. After knew the position then we analyse (according to RTRW or not) so Our officers already understand the RTRW” (Head of PGT and KT subsection of Gianyar Regency, Wednesday, 11th July 2018: 11.20 AM).

The adequate staff is expected to implement the regulation according to their job description and their expertise.

4.2.2.2 Information

Information about RTRW regulations in Gianyar is still not well conveyed. In the field research, generally the community has lack knowledge about RTRW regulations. Most of the information available is still available in electronic form, such as on local government websites and with ball pick-up “jemput bola” procedures where people who need information must send an email to the authorities, in this case the public works and spatial service. This will make it difficult for people who do not understand technology to gain the information regarding with spatial planning information of their land.

4.2.2.3 Authority

The local government has weak enforcement regarding giving the sanction and reward. This is partly because the land owned by the community is mostly in the form of property rights. The community has full rights to the land that cannot be contested by others. The government has no rights to the land unless there is compensation agreed by both parties.

4.2.2.4 Facilities

Facilities in the implementation of spatial regulations are sufficient. Equipment such as GPS, maps of RTRW used by officer and also agricultural equipment which have been provided by the government to assist farmers in cultivating their land.

4.2.3 Disposition

The implementers of the policy must have the desire to implement the policy. The implementing actor in this study is consist of local government and the farmer. The local government have positive attitude toward the regulation. This supported by the statement of One of Public Work Office staff. He said that:

“In preventing the conversion of agricultural land, tourism accommodation is not directed to the paddy fields. Therefore, crop production, especially rice, remains stable. There needs to be a mechanism in replacing land used for tourism, for example utilizing the abandoned land” (Friday, 13th July 2018: 09.10 AM).

But, outside their positive attitude, they more likely do omission and have weak enforcement regarding with the situation because most of them know and understand the reason behind the conversion. It is like that they say: ‘Just let it be’.

According to surveyed local government staff, there are two main reasons why farmer converting their paddy field. The first reason is because of financial needs. The urgent need such as medical expenses and school fees make farmer want to get money as soon as possible. The easiest way is to sell their valuable asset such as their
land. Furthermore, the second reason is because of residential needs. Moreover, according to regional regulations established in 1971 and Perda (Provinicial Regulation) 16/2009, buildings in Bali suggested not developed more than 15 meters vertically or more than coconut trees. In consequence, the building more likely to be horizontally developed rather than vertically.

The attitude of the farmer toward the spatial policy surprisingly is positive. Because they realize that it will bring problem in the future, for example the water problem. Some of them are complaining about the water contamination. Some of them knew it will decrease the rice production in that area. And some of them realized that their paddy field has commercial value that attract tourist to come. Although in fact, there are many farmers converting the paddy field because of tempting to the high price of land. As said by the labor farmer from Ubud, who the landowner of his land is a businessman from outside Ubud. He argued that one of the factors influencing farmers to convert their land from paddy field into others is because the price of land in the area is high around 700 million per acre (100m²) and also the land in the area is no longer good for crop cultivation. He also said that many farmer surroundings change their job to work in the tourism sector. Because he argued that working in the agricultural sector requires high costs, and only paid a little. The capital for farming is not comparable to the result of production.

4.2.4 Bureaucratic Structure

According to Edward III, the main characteristic of bureaucratic structure is fragmentation. Fragmentation is spreading the responsibility of a policy to several different agencies so that require coordination. The two major institutions which have authority regarding spatial planning policy are Ministry of Public Work (MPW) and Ministry of Land and Spatial Planning (MoLSP).

![Figure 4 Relation Between Two Major Institutions Related to Spatial Planning](source)

The MoLSP is established in 2015. The establishment was set up by merging the spatial planning department in MPW and National Land Agency. In national level, the spatial affair currently is under MoLSP which authorized the practical implementation of spatial planning plan from National Spatial Planning Coordination Board (BAPPENAS).

Meanwhile in the regency/city, the authority on spatial regulations is under the regional development planning agency (bappeda), then after 2017 the authority is transferred to the public works and spatial planning department. On the contrary, the authority for the permit issuance is under Permission Agency (PTSP). According to Head Section Of Spatial Planning, Public Work Department:

“Regarding licensing, all recommendations on land conversion are issued by the PTSP Office since 2017, PU is limited to spatial information” (Friday, 13th July 2018: 09.10 AM).

The fragmented institution needs more coordination and cooperation in carrying out their task and function. Besides coordinating with land office, the public work also has coordination with another department. As argued by Edward III, the greater the coordination, the less likely the success of the program or policy.

4.3 Supporting Factors

Supporting factors are factors where the existence of these factors can support the successful implementation of RTRW regulations in Gianyar Regency. The Internal supporting factors are: RTRW regulations is in line with the central policy. The external supporting factors are: Paddy field as a tourist attraction; Awig-awig; and Public Awareness.

4.3.1 RTRW Regulation is in Line with The Central Policy

The regulation that in line with the central policy will give several benefit for the spatial planning implementation. This supported by statement of Head Section of Public Work Department:

“RTRW regulations are in line with central regulations so that they can withdraw funds from the central government in providing various facilities to support rice fields as a tourist attraction. For example the provision of irrigation facilities, road access” (Friday, 13th July 2018: 09.10 AM).

Although the government also experienced a dilemma in providing road access. Because when an area is given access to infrastructure convenience, it will affect the price of land in the area. This will affect the community in selling their land.

4.3.2 Paddy Field as A Touris Attraction

In accordance with the statement of the Head of Planning and Spatial Planning of the Gianyar regency...
Public Work Office said that the paddy field can be used as a tourist attraction:

“.....Rice fields as supporting tourism/ as a tourist attraction. So there are some people who maintain their fields as a tourist attraction....” (Friday, 13th July 2018: 09.10 AM).

As a result, there are some people who still maintain their paddy fields as a tourist attraction and income enhancer.

4.3.3 Awig-awig

The synchronization of RTRW regulations with awig-awig can minimize the people who will change their land from paddy fields to non-paddy fields. This was conveyed by Head of Service Section of Kerta Village also a farmer in Payangan sub-district.

“The village government can suppress land conversion here because of the synchronization between regulations and awig-awig that must be obeyed by the community” (Head of Service Section of Kerta Village, Thursday, 12th July 2018: 02.00 PM).

The awig-awig is a Balinese term, which generally means the formal regulatory instrument or law of an organization or group of community members. Awig-awig subak is not only addressing the irrigation circumstances, but also paying attention to agriculture aspects, such as crop production, farmer’s organization, financial circumstances, facility maintenance and other similar rural development activities.

4.3.4 Public Awareness

There is awareness from the community to maintain their paddy fields for future sustainability. In fact, from the farmer that being interviewed which are Mr I Wayan Lasio and Mrs Budha, they prefer not to sell their land. They like natural and green scenery. But because of the economic conditions that forced them to convert their paddy fields into something more profitable.

According to Mr. I Wayan Lasio:

“In here, like this ma'am, there is probably no one want to sell (the land). Many people.... they want to buy the land, they want 5 acre, even though they want to buy for 1 million, nobody wants to sell here. Except, too forced.... like that. There have been many stories like this, ma'am. People sell here, buy somewhere more cheap, but they got nothing. So that farmer doesn't want ... to sell again” (Saturday, 14th July 2018: 09.00 AM).

In additions Mrs Budha also said:

“Yes, I agree, so that all green not to convert to house. It is better to use as paddy field, all green, good isn’t it” (Saturday, 14th July 2018: 09.00 AM).

4.4 Constraining Factors

The constraining factors are factors that obstruct success in implementing RTRW regulations in Gianyar Regency. It divided into internal constraining factors: RDTR Regulation has not legalized; Lack of communication skill; There is no Incentive/ Disincentive Mechanism. Furthermore, the external constraining factors: Public Ignorance and Tourism Activity.

4.4.1 RDTR Regulation has not Legalited

The RDTR (Rencana Detil Tata Ruang/Spatial Planning Detail) regulations have not been established yet. RDTR is a detailed reference for the current RTRW regulations. In Gianyar regency, this regulation has not been regulated by the local government and still drafted, this supported by statement of Head Sub-section PGT & KT of Land Office Gianyar.

“The legal basis of land conversion in the form of Local Regulation is the regulation No. 16 of 2012 about RTRW of Gianyar Regency. But, that is RTRW not detail, because RDTR has not legalized yet” (Wednesday, 11th July 2018: 11.20 AM).

Furthermore it supported by the statement from Head of Spatial Planning Section of Public Work Department.

“At present the RTRW is used as a licensing guide, even though it cannot be done because licensing must use RDTR. But because the RDTR does not exist yet, licensing uses the RTRW“ (Friday, 13th July 2018: 09.10 AM).

The drafted regulation will regulate the proportion of building development in certain area/ region. Therefore the development is not concentrated in one area and creating crowded area.

4.4.2 Lack of Communication Skill

According to the field observation, the regulation is not communicated well to the public. Most of them have less knowledge about the purpose of the regulation which aims to create appropriate use of land, buildings and infrastructure. The public who well informed about the objectives of the regulation can act according to the expectations. In reality, there are many building has built not according to the spatial planning. To be successfully implemented, the regulation need to be communicated intensively. According to Head of Subak in Ubud sub-district, there is appeal from agricultural department to not converting the agricultural land. In reality he has difficulties in transmitting the information to the farmer in his community. According to the survey, the public who know the institutions related to spatial planning is whoever processing the permit related to their land. It can
be seen that the public who actively seek for information is the one who have knowledge about the regulation. In conclusion, the local government has lack communication skill to inform the regulation.

4.4.3 There is no Incentive/ Disincentive Mechanism

There is no regulation of incentive and disincentive mechanism. So that even there is a land conversion that is not in accordance with the RTRW regulations, the government cannot give sanction in the form of disincentive to the violating community. Based on survey, there is lack of strict sanction or reward for the implementer. This evidenced by many buildings that breaking the regulation. The sanction that has been implemented in Gianyar Regency is in the form of the rejection of IMB (Izin Mendirikan Bangunan/Building Permit) permission. In reality, the sanction is less effective to control the building development. Because many people build the building without IMB.

4.4.4 Public Ignorance

Public ignorance of the RTRW regulations can also be an obstacle in this regulation to be implemented properly. The ignorance of the community about the RTRW regulations makes them tend to convert their land without paying attention to the applicable spatial regulations. This situation can be solved by conducting communication consistently. With intense approachment from the government, the farmer/public will gain better understanding. According to Head of Spatial Planning Section of Public Work Department, the community is less aware of the RTRW regulations because of the lack of socialization from the local government. Whereas, the community has no objection if the government not allowing them to convert their land.

4.4.5 Tourism

Tourism is also one of the constraining factors in implementing RTRW in Gianyar Regency. This was supported by the opinions of Head of Development Section of Ubud Village said that:

“There is a lot of land conversion here because tourism is very rapidly growing and there are many needs for housing” (Friday, 13th July 2018: 01.20 AM).

The interview above shows that the tourism influences the decreasing number of land in Ubud Village. Furthermore, according to one of the staff at BPS, land conversion cannot be avoided despite any regulation because it is related to the economic conditions of the community. He confirmed that the conversion of agricultural land was mostly triggered by tourism activities especially in the era of regional autonomy as it is today.

5. Conclusion

According to Edward III, the policy implementation is successfully implemented if there are including 4 (four) elements: communication, resources, disposition and bureaucratic structure. Based on the result, the communication among the local authority has established although it requires improvements. There are several officers of the local authority that related to RTRW regulation have less understanding about the regulation. Furthermore, communication to the farmer and public not well communicated. Lack of transmitted media and consistent socialization about the regulation becomes the reason of farmer/public to have less knowledge about RTRW regulation. The transmitted media is available through official website of Gianyar Planning Agency which has limited features for accessing the information. In addition, the information about RTRW regulation is also available in the related local government office. It needs the active initiative from the public who wants to gain the information.

In this study, the resource to support the implementation of RTRW regulation is consists of the number of staff, the facility, the authority and the information. The number of staff of related institution is quantitatively sufficient. The facilities and equipment is also sufficient. The local authority is existed although needs more strong enforcement for the implementation. The information is also sufficient. Furthermore, most of stakeholders have positive attitude toward the regulation. At least they have willingness to sustain the paddy field, even though it is different in reality. While the bureaucratic structure of major institution related to spatial planning in national level is experiencing a merger but fragmented in the local level. The fragmented institution needs more coordination and cooperation in carrying out their task and function, and the greater the coordination, the less likely the success of the program or policy.

During the process of spatial planning implementation, the supporting factors and constraining factors that influence the success implementation is existsd. There are two internal supporting factors and three external supporting factors. Which are: the RTRW regulation in Gianyar Regency is in line with the central government policy and the establishment of Lahan Pangan Pertanian Berkelanjutan (LP2B)/Agricultural Food and Land Sustainable. Also, paddy fields can be an asset in attracting tourists. There are customary rules in Bali called awig-awig. This rule can regulate Balinese people in using their fields. The public awareness also becomes the supporting factor for the spatial planning to be implemented. Besides supporting factor, there are two internal constraining factors and two external constraining factors, which are: Tourism and public
ignorance of the RTRW regulation.

In addition, the community must be involved in the making of the regulation. The character of the Balinese people who are very obedient to awig-awig can be used to integrate some of the RTRW rules into awig-awig. It needs to discuss and collaborate with the local customary leader. So that the implementation of RTRW regulations in conserving rice fields should not only be top down, but must also be bottom up.

References

Azadi, H., Ho, P., & Hasfiati, L. (2011). Agricultural land conversion drivers: A comparison between less developed, developing and developed countries. *Land Degradation and Development*, Vol. 22(6), pp. 596 - 604.

BPS. (2017). *Bali in Figure 2017*. Denpasar: National Statistic Agency.

Bernadine R. Wijaya., & Susilo Supardo. (2006). *Kepemimpinan Dasar – Dasar dan Pengembangannya*. Yogyakarta: CV. Andi Offset.

Dye, Thomas R. (2005). *Understanding Public Policy. 11th Edition*. New Jersey: Pearson Prentice Hall.

Edward III, George C. (1980). *Implementing Public Policy*. Washington: Congressional Quarterly, Inc.

Gordon, G.J. (1986). *Public Administration in America*. New York: St. Marion’s Press.

Grindle, M. (1980). *Politics and Policy Implementation in the third world*. New Jersey: Princeton University Press.

Isa, Iwan. (2006). *Kebijakan dan Masalah Penyediaan Tanah Mendukung Ketahanan Pangan: Proceedings of Revitalisasi Ketahanan Pangan: Membangun Kemandirian Pangan Berbasis Pedesaan, 13 November 2006*. Jakarta: Ministry of Agriculture of The Republic Indonesia.

Jenkins, W.I. (1978). *Policy Analysis: A Political and Organizational Perspective*. Martin Robertson, London.

Lester, James P., & Steward, Josep Jr. (2000). *Public Policy: An Evolutionary Approach*. Boston, MA: Cengage Learning.

Mazmanian, Daniel A., & Sabatier, Paul A. (1983). *Implementation and Public Policy*. USA: Scott Foresman and Company.

Moleong, Lexy. J. (2004). *Metode Penelitian Kualitatif*. PT. Remaja Rosakarya, Bandung.

Nadin, Vincent. (2006). *The Role and Scope of Spatial Planning*. London: Department for Communities and Local Government.

Nygaard, David F. (1994). *World Population projections*, 2020. Retrieved from https://www.ifpri.org/publication/world-

population-projections-2020  [Accessed on 7th Sept 2019].

Pasolong, Harbani. (2016). *Teori Administrasi Publik*. Bandung: Penerbit Alfabeta.

Peters, Jan Hendrik and Wardana, Wisnu. 2013. *Tri Hita Karana: The Spirit of Bali*. PT Gramedia, Jakarta.

Purwati, Lin. (2019, June 21). Mencegah Rawan Pangan di Lumbung Pangan. *Fajar.co.id*. Retrieved from https://fajar.co.id/2019/06/21/mencegah-rawan-pangan-di-lumbung-pangan/

Sutarto. (1991). *Dasar-dasar Komunikasi Administrasi*. Yogyakarta: Duta Wacana University Press.

United Nations. (2008). *Spatial Planning: Key Instrument for Development and Effective Governance*. Switzerland: UN.

Van Meter, D., & Van Horn, C. (1974). *The Policy Implementation Process: A Conceptual framework. Administration And Society*. Ohio: Department of Political Science, Ohio State University.

Wahyuni, Sari. (2012). *Qualitative Research Method: Theory and Practice*. Jakarta: Salemba Empat.

________. (2018, February 19). Ubud tertinggi Alih Fungsi Lahan. *Harian Nasional*. Retrieved from http://www.harnas.co/2018/02/19/ubud-tertinggi-alih-fungsi-lahan