

The Implementation of Regional Regulation Number 7 of 2016 on Organizing Sriwijaya Botanical Garden in Ogan Ilir Regency

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Abstract

This research was carried out based on the lack of management and maintenance of the Sriwijaya Botanical Garden, which can be seen from inadequate plantations and infrastructure. According to the regional regulation no 7 of 2016 article 16 paragraph 1, the fostering and supervision of the implementation of the Sriwijaya Botanical Garden is the responsibility of the Provincial government through the Balitbangnovda. This study used a qualitative research method with the theory of George C. Edward III. The focus of this research was the factors that influence policy implementation which consists of 4 crucial indicators, namely communication, resources, disposition, and bureaucratic structure. The data was obtained from primary data, through interviews with the Head of the Sriwijaya Botanical Garden, the Head of Information and Services Subdivision, the field staff of Sriwijaya Garden and visitors to the Sriwijaya Botanical Garden. While the secondary data were obtained from documents to support the research. Based on the results of analysis and field research, it can be concluded that the indicators that have been going well are communication and disposition, while the indicators of resources both human and non-human resources still need to be optimized. Therefore, it is necessary to optimize both human and non-human resources.

Keywords: *policy implementation, implementation, botanical gardens*

Introduction

The tourism sector is one of the priority sectors in development in Indonesia at this time because it has enormous prospects to be developed Pitana and Ketut (2009), specifically for regions in Indonesia which store the potential for abundant and diverse natural and cultural riches that deserves to be used as a tourist attraction, including in South Sumatra Province.

One way to avoid over-exploiting nature is to establish a place for nature conservation. One form of government efforts in developing conservation areas is by establishing botanical gardens. Based on the Indonesian Institute of Sciences (LIPI) ideally, Indonesia has 47 botanical gardens that represent the ecoregion, biodiversity of Indonesia (<http://krbogor.lipi.go.id>). To support tourism development in South Sumatra Province, there is Regional Regulation No. 7 of 2016 concerning the Implementation of the Sriwijaya Botanical Garden.

Sriwijaya Botanical Garden is one of the Botanical Gardens which has become the development priority of the South Sumatra region, which has been initiated since 2013. The establishment of the Sriwijaya Botanical Garden as an ex-situ plant conservation area is following the Decree of the Governor of South Sumatra No.553 / KPTS / BALITBANGDA / 2011 dated On August 2, 2011, a ± 100 ha land was set which was administratively included in the area of Bakung Village, North Indralaya District, Ogan Ilir Regency, South Sumatra Province. Regional Regulation Number 7 of 2016 Article 16 paragraph 1 states that the fostering and supervision of the implementation of the Sriwijaya Botanical Garden is the responsibility of the Provincial Government through the Provincial Balitbangnovda. But in fact, the conditions in the Sriwijaya Botanical Garden are not well managed and maintained by related parties

as can be seen from inadequate plants and infrastructure. As a result, the value of beauty, cleanliness, and comfort is not interesting for the visitors. Therefore, it is necessary to further investigate the Implementation of the Sriwijaya Botanical Garden Management Policy in Ogan Ilir Regency.

Literature Review

Public Policy Implementation

Implementation is a dynamic process, the policy implementers through activities or activities will ultimately get a result that is by the goals or objectives of the activity itself. Public policy implementation is a study of the implementation of government policy. After a policy is formulated and approved, the next step is how to make the policy achieve its objectives. Implementation of a program involves the efforts of policymakers to influence the behavior of implementing bureaucrats to be willing to provide services and regulate the behavior of the target group (Subarsono, 2010).

George C. Edward III (Winarno, 2016), begins with the question: "what are the preconditions for successful policy implementation? Related to this question, Edward answered that what could influence the implementation of the policy were four crucial indicators, namely: communication, resources, disposition or attitude of the implementers and bureaucratic structure.

In his book *Implementing Public Policy* (1980). George C. Edward III states "In the next four chapters we shall attempt to answer these important questions by considering the four critical factors or variables in implementing public policy: communication, resources, dispositions or attitudes, and bureaucratic structures.

The following is an explanation of each of these indicators Asiati and Nawawi (2017).

1) Communication

Implementation of public policies to achieve success requires that the Implementer knows what needs to be done clearly. The goals and objectives of the policy must be informed to the target group so that it will reduce the distortion of the implementation.

2) Sources of Power

In implementing policies, material, and human resources, methods, goals, and objectives, as well as the contents of the policy, must be available. Material and human resources are important factors for policy implementation to be effective and efficient.

3) Disposition / Attitude

A disposition in the implementation and characteristics, attitudes held by the policy implementer, such as commitment, honesty, ingenious communicative and democratic nature. A good implementer must have a good disposition.

4) Bureaucratic Structure

Organizational structure policies have an important role in the implementation of a program... One aspect of the organizational structure is the existence of Standard Operating Procedures (SOP). The function of SOP is a guideline for every implementer in implementing a program.

Method

Research design. This research is qualitative. Qualitative research according to Satori and Aan (2012) is research that emphasizes the quality or the most important thing from the nature of an item or service, in the form of events or phenomena or social phenomena that can be used in developing theoretical concepts.

Concept Definition. The definition of the concept, according to (Singarimbun, 1995) is a term and definition used by researchers to describe a social phenomenon or natural phenomenon. In this research the concepts are:

- 1) Implementation is the action taken by the implementers of the policy to achieve the stated goals. In this case, it is in the stages of entrepreneurial program activities, from socialization to monitoring and evaluation.
- 2) Botanic Garden is an area that collects various types of plants.

Research Focus. The focus of research on the implementation of Regional Regulation No. 7 of 2016 concerning the Implementation of the Sriwijaya Botanical Garden in Ogan Ilir Regency (Peraturan Daerah Provinsi Sumatera Selatan Nomor 7 Tahun 2016 tentang Penyelenggaraan Kebun Raya Sriwijaya, 2016), based on the theory put forward by George C. Edward III can be seen in table 1.

Table 1. Research Focus

Variable	Dimension	Indicator
Implementation Regulation No. 7 of 2016 About Sriwijaya Botanical Garden in Ogan Ilir Regency	Communication	1. Implementers and groups target 2. Program / policy socialization
	Resources	1. Implementer’s capability 2. Resources availability
	Disposition	1. Clear and simple Standard Operating Procedure 2. organizational structure

Source: Processed by the author, 2019

. The data analysis unit in this study is the Technical Implementation Unit of the Sriwijaya Botanical Gardens, South Sumatra.

1. Data and Data Sources

The data in this research are the result of observations of phenomena that develop in the research object. Then the results of in-depth interviews from informants consisting of Head of Sriwijaya Botanical Garden, Head of Tourism Board, Youth and Sports of Ogan Ilir Regency, Head of Services and Information Unit of Sriwijaya Botanical Garden, 2 staff of Sriwijaya Botanical Garden, and 2 visitors.

2. Data Collection Techniques

According to Cresswell in Lexy (1998), there are 4 types of data collection in qualitative research. The four types are as follows: Observation, In-depth interviews, documentation, and Visual Image.

3. Data analysis technique

The data analysis technique used is a descriptive qualitative technique that aims to replicate and classify a social phenomenon by describing several variables related to the problem and research unit. Analysis of the data collected relating to this research was carried out with descriptive qualitative analysis through an interactive model developed by Miles and Huberman (in Moleong, 2006). Data analysis in this model consists of 4 interacting components, namely data collection, data reduction, data presentation and drawing conclusions and verification. The four components are cycles that take place continuously, between data collection, data reduction, data presentation and drawing conclusions and verification.

Results and Discussion

Some factors for the success of policy implementation are largely determined by variables or factors that are interconnected with each other. In a study of policies public there are a lot of models or theories to be used, but to analyze the implementation PERDA number 7 of 2016 on the implementation of the Botanical Garden Sriwijaya in Ogan Ilir the author uses a model or theory of George Edward (1980).

Policy implementation based on Regional Regulation number 7 of 2016, in article 5 that the organizing of Sriwijaya botanical gardens must pay attention to the following characteristics:

- a. it has a non-convertible location
- b. Accessible to the public
- c. it has a well- documented collection of plants,
- d. Plant collections are arranged according to taxonomic, bioregion, thematic or combination of clarification patterns.

In Article 6 it is explained that the construction of the Sriwijaya Botanical Garden includes: planning, implementing its construction and development, and managing.

The model of policy implementation according to George C. Edward III uses variables that play an important role in achieving successful implementation. The variables can be classified into 4 categories, namely: communication, resources, disposition, and bureaucracy.

1) Communication

Communication refers to the idea that every policy will be implemented well if there are effective communications between the implementation of the program (policy) with the group target. The purpose and objective of the program/policy can be socialized well to avoid any distortion on policies and programs. It becomes important because the high knowledge group targeted programs that will reduce the rate of rejection and error in applying the programs and policies (Edward, 1980).

According to South Governor Regulation Number 6 of 2018 article 18, it states that in carrying out the duties and functions of the head of the Sriwijaya Botanical Garden, the head of the subsection and section head apply the principle of integration and synchronization both within the internal environment and regional apparatus with other agencies. Each head of the organizational unit structure within the Technical unit (UPTB) is responsible to their respective superiors in stages. Hierarchical communication is an appropriate form of communication carried out for the sake of the continuation of the Sriwijaya botanical garden for delivering messages. This is justified by the field of services and information head section when interviewed in his office, as follows:

"The form of communication is a hierarchy. Balitbangda has a technical unit (UPT), one of which is Sriwijaya Botanical Garden, communication with the ranks. Whereas we are the legality of the regional office, meaning that the communication is downward. Everything that is done by the Sriwijaya Botanical Garden must be accounted for and reported to the Balitbangda. All orders received from the Balitbangda are sent directly to the head of the Botanical Gardens, then to the staff of the Botanical Gardens. The communication carried out at Sriwijaya botanical garden uses telecommunications. However, if there is an urgent matter from Balitbangda directly to Sriwijaya botanical garden, and vice versa. When there is an urgent matter from the Sriwijaya botanical garden, the Balitbangda immediately comes to the Sriwijaya botanical garden so that the communication is not interrupted and continues "(Hermansyah, a field of information and information services at the UPTB Sriwijaya botanical garden)

This was also confirmed by the head of the Sriwijaya Botanical Gardens when interviewed in his office, as follows:

"If we get a letter from Balitbangda then I am as the head of the Sriwijaya Botanical Garden will gather the staff to give socialization regarding the letter. Then it will be forwarded to the operational section of the Sriwijaya botanical garden to avoid miscommunication "(Zulkarnaen, head of the Sriwijaya botanical garden)

From the results of the above interview, it can be concluded that the communication carried out in Sriwijaya botanical garden is from top to bottom. Downward communication is the delivery of messages from top management to middle management and then down to low management to operational members. Downward communication can take the form of direction, order, or indoctrination. The communication and above is the flow in the hierarchy of management low heading

to the management of top management and function primarily of communication and above this is to obtain information about the activities or decisions. Last is the communication laterally which is defined as communication that occurs at the level of the hierarchy of authority is the same horizontal communication.

2) Resource

Every policy must be supported by adequate resources, both human resources and financial resources. The human resources refer to the adequacy of both quality and quantity implementers to reach the whole group target. Financial resources refer to the adequacy of capital investment on a program/policy. Both must be considered in implementing government programs/policies. It is because, without the capable implementer, policies become less energetic and go slowly. Meanwhile, financial resources will guarantee the sustainability of the program/policy. Without enough financial support, the program is not able to run effectively and quickly to achieve the objectives and targets.

a. Human Resources

With the land area of more than 100 hectares, the management of Sriwijaya botanical garden requires a lot of human resources to control the Sriwijaya Botanical garden. Moreover, part of the land use peatlands that must be handled specifically. At present, the human resources available at Sriwijaya botanical garden consist of 3 civil servants, 4 structural employees, and 17 field workers as voluntary staff.

With a total of 17 field workers, it is ideally not sufficient to control the land of more than 100 hectares. However, Sriwijaya botanical garden provides training both inside and outside, for example giving English courses so that if they can welcome foreign tourists well. The field workers are also given educational facilities up to high school level because there are still some employees who are still elementary school graduates.

Sriwijaya botanical garden recruits graduates from agriculture, fisheries engineering because the thematic of the Sumatran Sriwijaya botanical garden includes thematic medicinal plants and wet plants, that need to be identified and investigated through related research. In the Sriwijaya Botanical Garden, there is a fish pond with a diameter of less than 300 m.

Based on the South Sumatra Governor's regulation number 16 of 2018 the organizational structure of the South Sumatra Sriwijaya Botanic Gardens UPTB consists of:

No	Position	Number of people
1	Head	1
2	Administrative section	2
3	Ex situ conservation section	2
4	Service and information section	2
5	Functional staff	17

Processed from the results of an interview with the head of Sriwijaya Botanical garden, Mr. Zulkarnaen (dated 03 October 2019).

b. Financial Resources

Financial resources guarantee the sustainability of a program or policy. Without adequate financial support, the program cannot run effectively and quickly in achieving its goals and objectives. In this case, the Sriwijaya botanical garden has supporting financial resources.

"Funds come from the APBD, APBN, and CSR funds (Pertamina, Bank Sumsel Babel, LIPI, etc.). The development in the form of infrastructure and plantations was supported by CSR. In the future, we will

still cooperate with those who want to establish the Sriwijaya Botanical Garden in South Sumatra. "(Interview with Head of Information and Services Section).

c. Infrastructure Resources

Facilities in the Sriwijaya Botanical Garden are:

- Manager's office
- Observation building
- Official residence
- Employees' residence



Guesthouse

Manager's Office

3) Disposition

Disposition shows characteristics that are closely attached to the policy/program implementer. Characters that are important to be possessed by the implementer are honesty, commitment and democratic. Implementer who is highly committed and honest will always survive to handle the obstacles which are encountered in a program or policy. Honesty will be direct the implementer to follow the outline of the program. Commitment and honesty make him more enthusiastic and consistent in carrying out the stages of the program. The attitude of the democratic will increase the good impression of the member of the group target toward both the implementer and the policy. That attitude will decrease the resistance of the people and foster a sense of trust and a caring group of targets against the implementer and program or policy.

UPTB of Sriwijaya botanical garden has committed to providing training to the members of the field staff to support the sustainability of the UPTB of Sriwijaya Botanical garden. The head of the UPTB of Sriwijaya Botanical Garden often intervened directly to see the performance of the field workers.

"Before going to my office I usually get off at the entrance gate to monitor the work of the field workers" (interview with Zulkarnaen, the head of Sriwijaya Botanical Garden.

This was confirmed by field officers interviewed in the Sriwijaya botanical garden, as follows:

"The head of the Sriwijaya Botanical Garden often visits the area, usually in the morning to check the location" (Interview with peat park officials: Pak Ali).

From the results of the interview, it can be concluded that there is a good relationship between superiors and subordinates, in which the head of the Sriwijaya Botanical Gardens often checks the location directly. From field observations, researchers see the sincerity of field workers in working. Even though their tasks are hard but they work as best as they can.

4) **Bureaucratic structure**

Structure Organization of Sriwijaya Botanical Garden can be seen in the schema below :



The main task and function of the Sriwijaya Botanical Garden personnel are:

a) Head of the Sriwijaya Botanical Garden

- Designing and compiling a program of Sriwijaya Botanical Gardens activities
- Coordinating the implementation of activities of the Sriwijaya Botanical Gardens
- Evaluating and directing the activities in Sriwijaya Botanical Gardens
- Reporting and taking the responsibility of all operational and financial matters of Sriwijaya botanical garden to the head of the higher agency
- Distributing tasks to the head of subsections, section heads, and executors as well as functional staff.

"As the head of Sriwijaya botanical garden, I am responsible to build, develop research and tourism. I often monitor the field officers, usually before going to my office. I have my management system in managing this Sriwijaya Botanical Garden. "(Interview with the head of Sriwijaya botanical garden, October 3, 2019).

b) Administrative Subdivision:

- Managing staffing administration,
- Managing financial administration,
- Compiling the program and report,
- Managing equipment and procurement

c) Ex-situ conservation section:

- Preserving the diversity of herb plants and wetland plants
- Conducting exploratory and deterring activities
- Identifying and inventorying plants
- Doing propagation, seeding, and cultivation of plants, both herb plants, and wetland plants.

d) Information and services section

- Providing education service, entertainment, and tourism services that are comfortable, healthy and have scientific value,
- Providing research to develop the empowerment of herb plants and wetland plants,
- Presenting information for visitors to increase their knowledge,
- Serving the use of herb plants

"Serving guests, providing information to visitors, especially to anyone who needs data for their research. Some visitors were from Sriwijaya University, LIPI, and Palembang Nature School.

Conclusions

Communication that occurs in the Sriwijaya Botanical Garden is hierarchical, from top to bottom. Balibangda gave a letter to the head of the Sriwijaya Botanical Garden which was then conveyed to the Sriwijaya Botanical Gardens staff.

- 1) Resource. Resources consist of human resources, financial resources, and infrastructure resources. Human resources that are 17 field officers are not ideal enough to control the area of more than 100 hectares. However, the Sriwijaya Botanical garden has provided training to field workers and educational facilities to improve education levels.
- 2) Disposition / Attitude. The disposition or attitude of the implementer is good. It can be seen from the attention of the head of the Sriwijaya botanical garden to his subordinates by the frequent inspection of the field to check the performance of his staff.
- 3) Bureaucratic Structure. The bureaucratic structure has been going well. It can be seen from the mechanism and structure of the existing SOPs that are clear for each section.

All variables have shown that the program has been implemented correctly. But in the future, it must be increased to get a better result. The two suggestions on the resource variable: a) Human resources must be increased in number and skills; b) Financial resources need to be increased.

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