

Implementation of the Substance of Strengthening Labor Relations Based on Presidential Regulation Number 35 of 2022 in Jombang Regency

*¹Masri, ¹Hayat, ²Suhirmanto

¹Universitas Islam Malang, Malang, Indonesia

²Politeknik Pembangunan Pertanian Malang, Indonesia

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ABSTRACT

The implementation of agricultural extension services under the regional autonomy policy has become increasingly disorganized and inconsistent with the SP3K Law. In order to realign the extension function with the requirements of the SP3K Law, Presidential Regulation No. 35 of 2022 on Strengthening the Agricultural Extension Function was introduced. The primary objective of this regulation is to revitalize agricultural advisory services and enhance the effectiveness of extension workers. The aim of this study was to evaluate the execution of Presidential Regulation No. 35 of 2022, which focuses on boosting the Agricultural Extension Function, particularly on the first provision of reinforcing collaborative ties in Jombang Regency, East Java. The study took place between June and July of 2023. The sample for this research encompassed all 21 Agricultural Extension Centers (BPP) located in Jombang Regency. The study's research method involved a descriptive qualitative approach, while the snowball sampling technique was utilized for sampling. Primary data was obtained through direct interviews, and secondary data originated from sources such as the Jombang Regency Program, District Program, Presidential Regulation No. 35 of 2022, journals, theses, and books. Data collection involved techniques such as in-depth interviews, documentation, and literature studies. Descriptive analysis was used for data analysis. The research findings indicate that the implementation of measures to strengthen working relationships has been executed but not fully optimized. The hope is that these findings will serve as input for the local government in improving agricultural extension functions in the future.

INTRODUCTION

The role of the Agricultural Extension Center (BPP), which has been in existence since the 1960s, is integral to the implementation of the agricultural extension function. BIMAS serves as an agricultural development management system aimed at boosting food production. Until the issuance of the Joint Decree No.56/1996(310/Kpts/LP.120/4/1996) by the Minister of Home Affairs and the Minister of Agriculture, which transferred the responsibility of agricultural extension to district/city governments, the status of agricultural extension institutions was ambiguous, leading to the closure of many BPPs. The presence of the Regional Autonomy Law (Law No. 22 of 1999 in conjunction with Government Regulation No. 25 of 2000) has further worsened the state of agricultural extension institutions.

Under these circumstances, the Agricultural, Fisheries, and Forestry Extension System Law (SP3K) was enacted in 2006. The law mandated the establishment of extension institutions at the central, provincial, district, and sub-district levels. However, local governments did not implement the SP3K mandate due to the Regional Autonomy Law. Further exacerbating the situation, the introduction of Law No. 23/2014 on Regional Government has greatly impacted extension institutions.



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***Penulis Koresponden:**

masriasyifa@gmail.com

Jalan Mayjen Haryono No.193, Dinoyo, Kec. Lowokwaru, Kota Malang, Jawa Timur 65144, Indonesia

To reestablish the agricultural extension function, as stated in the SP3K Law, Presidential Regulation No. 35 of 2022 was issued in March 2022 to strengthen the agricultural extension function. Presidential Regulation No. 35 of 2022 is grounded in Law No. 16 of 2006, which pertains to Agricultural, Fisheries, and Forestry Extension Systems. It is informed further by Government Regulation No. 43 of 2009, which concerns Financing, Guidance, and Supervision of Agricultural, Fisheries, and Forestry Extension, as well as Presidential Regulation No. 154 of 2014, which addresses Agricultural, Fisheries, and Forestry Extension Institutions. Following Presidential Regulation 35 of 2022, the Indonesian government released Regulation of the Minister of Agriculture Number 27 of 2023 to strengthen the function of agricultural extension in accordance with Article 9, Article 14, paragraph (10), Article 20, paragraph (4), and Article 26 of Presidential Regulation Number 35 of 2022.

This regulation aims to increase the effectiveness of agricultural counseling by enhancing the performance of extension workers. As agricultural extension workers play a vital role in achieving food security, they are expected to improve their ability and capacity as reformers. This will strengthen the function of agricultural extension, although Perpres-level regulations will not cause much change unless they are followed up by regional heads.

Edwards III argues that, *"in our approach to the study of policy implementation, we begin in the abstract and ask : what are the precondition for successful policy implementation? What are primary obstacle to successful policy implementation?"* This abstract approach recognizes the importance of identifying the necessary conditions for effective public policy and addressing the most significant barriers to its success. A well-crafted public policy is irrelevant if it is not executed properly. A policy is only as valuable as its implementation. If optimal implementation does not take place, the policy becomes a pointless discussion (Suharto (2008) and Nugroho (2014) in Alfia (2016)).

Edwards III's Implementing Public Policy (1980) underscores the complexity of policy implementation, which is influenced by numerous factors. His theoretical model of policy implementation features four closely connected variables. However, out of the four factors, communication and organizational resources are often deemed more significant. Nevertheless, theoretically, each of these factors is believed to play an equally vital role in the overall policy implementation process. Moreover, Edwards III explores the factors that impact policy implementation and states that: *"...four critical factors or variables in implementing public policy: communication, resources, dispositions or attitudes and bureaucratic structure"*.

This study is noteworthy because the implementation of Presidential Regulation No. 35 of 2022 serves as a tool to assess whether or not the local government has effectively executed the directives laid out in the regulation with regard to the substance of Jombang Regency as a designated food center area, aimed at boosting food production and ensuring food security through the assistance of a strong extension institutional system. The study aims to investigate the effectiveness of implementing Presidential Regulation No. 35 of 2022, which strengthens the agricultural extension function through Chapter 1, Article 2, focused on enhancing working relationships in Jombang Regency, East Java. This regulation is anticipated to have a tangible impact on the successful implementation of agricultural extension activities.

METHODS

The study employed a descriptive qualitative approach and was carried out in 21 Agricultural Extension Centers (BPP) located in Jombang Regency from June 12, 2023, to July 14, 2023. Key participants included the Head of UPT of Jombang Regency Extension Implementation and the Regional Coordinator of BPP. The policy implementation model proposed by George Charles Edwards III was used for data analysis.

RESULTS AND DISCUSSION

This substance was the initial topic of discussion in the Perpres and serves as the opening step in implementing policies to enhance the function of agricultural extension. The first substance in Perpres 35 of 2022 focuses on strengthening working relationships, which is crucial for coordinating the implementation of a structured and clear extension system. Table 1 displays the findings of the research conducted on the implementation of substance to strengthen working relationships in 21 BPPs located in Jombang Regency.

According to Table 1, the Regional Technical Implementation Unit responsible for Agricultural Extension in the Provincial Office and Regency/City Office has implemented the strengthening of working relationships through the existence of Satminkal. This implementation has been in place since 2018, when an Agricultural Extension Implementation Unit was established in Jombang Regency. The Technical Implementation Unit (UPT) in Jombang Regency was established through Regent Regulation (Perbup) Number 65 of 2018, in accordance with the Regulation of the Minister of Home Affairs of the Republic of Indonesia Number 12 of 2017. This regulation provides guidelines for the establishment and classification of service branches and regional technical implementation units, as stated in article 20 paragraph (3).

The Ministry of Home Affairs of the Republic of Indonesia, in Letter Number 520/9340/OTDA dated November 8, 2017, established UPT for the purpose of strengthening Agricultural Extension Institutions and their function in agricultural and forestry extension. The letter pertains to the implementation of government affairs that are the authority of the regions, but whose provision of apparatus is the authority of the central government.

- Structuring extension institutions in provinces and regencies/cities is governed by Regulation of the Minister of Agriculture No. 43/2016, which provides guidelines for the nomenclature of tasks and functions of provincial and regency/city food and agricultural affairs offices.
- The function of agricultural extension in the province is included in the function of the office that organizes agricultural affairs.
- The Service Office responsible for agricultural affairs includes the implementation of agricultural extension in regencies/municipalities. An operational implementer, the Agricultural Extension Executive Center (UPTD), is formed. The Agricultural Extension Center (BPP), a non-structural work unit, carries out agricultural extension activities in one or several sub-districts. BPP serves as a forum for agricultural extension workers, key stakeholders, and business actors, led by the Agricultural Extension Coordinator.

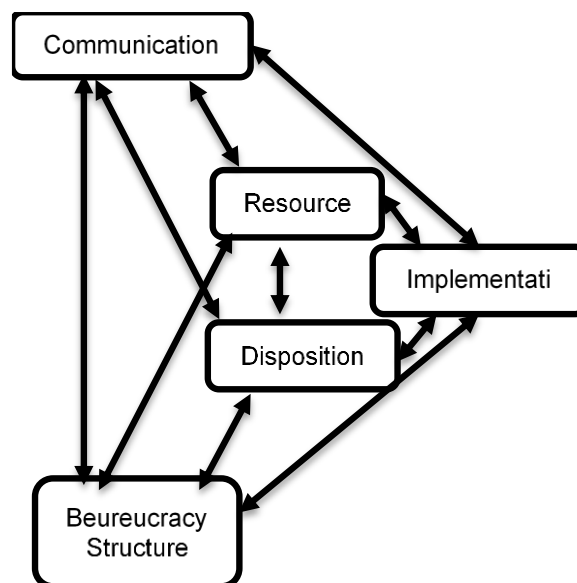


Figure 1. Edwards III Policy Implementation Model Framework (Implementing Public Policy, 1980)

Table 1
Data on the Implementation of Strengthening Labor Relations

Number	District	Substance	
		strengthening labor relations	
		The regional technical implementation unit responsible for agricultural extension in the provincial and district/city offices has implemented a base administration unit known as satminkal.	The implementation of agricultural extension operations involves formulating policies, activity plans, budget allocations, coordinating and communicating, assisting in implementing extension services, and identifying report analysis.
1	Bandarkedungmulyo	✓	✓
2	Perak	✓	✓
3	Gudo	✓	✓
4	Diwek	✓	✓
5	Ngoro	✓	✓
6	Mojowarno	✓	✓
7	Bareng	✓	✓
8	Wonosalam	✓	✓
9	Mojoagung	✓	✓
10	Sumobito	✓	✓
11	Jogoroto	✓	✓
12	Peterongan	✓	✓
13	Jombang	✓	✓
14	Megaluh	✓	✓
15	Tembelang	✓	✓
16	Kesamben	✓	✓
17	Kudu	✓	✓
18	Ngusikan	✓	✓
19	Ploso	✓	✓
20	Kabuh	✓	✓
21	Plandaan	✓	✓

Source: Data Processed, 2023

Similar to the Letter of the Agricultural Extension and Human Resources Development Agency of the Ministry of Agriculture of the Republic of Indonesia Number B-9522/SM.220/I/11/2017, dated November 24, 2017, regarding Agricultural Extension Institutions in Districts/Cities:

“...Following Minister of Agriculture Regulation No. 43/2016 on Guidelines for Nomenclature, Duties, and Functions of Provincial and Regency/City Food Affairs Offices and Agricultural Affairs Offices, and Minister of Home Affairs Regulation 12/2017 on Guidelines for the Establishment and Classification of Branch Offices and Regional Technical Implementation Units, as well as Circular Letter (SE) of the Minister of Home Affairs Number: In accordance with the guidelines outlined in document 520/9340/OTDA dated November 8, 2017, which pertains to the implementation of government affairs that fall under the authority of the regions, and whose provision of aparturers is the authority of the central government, as well as the strengthening of the functions of agricultural extension and forestry extension workers, there are several follow-up actions that must be taken:

- a. The function of agricultural extension in the Regency/City is part of the Service that manages agricultural affairs and is handled by the Division or Section of Agricultural Extension.

- b. To implement agricultural extension operations, a Technical Implementation Unit (UPTD) should be established with the nomenclature of the District/City Agricultural Extension Implementation Center. Regulations by the Regent/Mayor require the establishment of UPTDs for agricultural extension services in districts or cities with dominant agricultural commodities. Each district or city should only have one UPTD for Agricultural Extension....”

This is also stated in the Presidential Decree 35 of 2022 on the Strengthening of the Agricultural Extension Function in Chapter II Strengthening of Labor Relations Article 3 as follows:

- a. The organization of agricultural extension in provinces and districts/cities is carried out by Satminkal.
- b. Satminkal as referred to in paragraph (1) functions as a forum for managing the coaching and development of extension worker competencies.
- c. The Satminkal function as referred to in paragraph (2) is carried out by the Regional Technical Implementation Unit in charge of agricultural extension in the Provincial Office and Regency / City Office.
- d. In the event that there is no Regional Technical Implementing Unit in charge of agricultural extension in the Province and Regency / City as referred to in paragraph (3), the governor and regent / mayor must establish 1 (one) Agricultural Extension Satminkal at the Provincial Office and Regency / City Office.

The establishment of UPT is also stated in East Java Regional Regulation Number 11 of 2016 concerning the Establishment and Structure of Regional Devices in Chapter V concerning the Establishment of UPT:

- a. UPT may be formed in the service and agency referred to in article 3, letters d and e.
- b. The UPT referred to in paragraph 1 shall be formed to carry out part of the operational technical activities and/or certain supporting technical activities of its parent regional apparatus.

The Regional Regulation of Jombang Regency Number 8 of 2016 discusses the establishment and composition of Regional Apparatus of Jombang Regency. Chapter IV specifically addresses the establishment of Technical Implementation Units in Article 5:

- a. At the Regional Service or Regional Agency, a Technical Implementation Unit of the Service/Agency may be established.
- b. The establishment of a Technical Implementation Unit as referred to in paragraph (1) is to carry out part of the technical operational activities and/or certain supporting technical activities of the parent regional apparatus.
- c. The establishment of the Technical Implementation Unit as referred to in paragraph 91 shall be further regulated by Regent Regulation.

Law No. 23/2014 on Regional Autonomy was issued, but at that time, Jombang Regency had not yet taken a position. Subsequently, the Agricultural Extension and Human Resources Development Agency (BPPSDMP) and the Ministry of Home Affairs (Kemendagri) sent two letters directing the formation of an Agricultural Extension Unit, as mentioned earlier. The agriculture office then coordinated with relevant parties to establish the UPT. Several items are required for the preparation of UPT formation planning, including academic manuscripts, academic studies, position analysis (Anjab), a draft Perbup, ect.

Coordination with the Provincial and District Organization Bureau Team was established. In December 2018, an Agricultural Extension Implementation Unit with a type A organizational structure was formed. This structure consists of the Head of the Technical Implementation Unit, the Sub Division of Administration, and Functional Position Groups. The UPT is expected to improve the extension system in Jombang Regency.

According to Table 1, the implementation of agricultural extension operationalization indicators has been evenly distributed across 21 sub-districts. The strengthening of extension institutions in Jombang Regency was achieved through a social approach, which involved polling agricultural extension workers, practitioners, and policy makers. The language used is clear, objective, and follows a formal register. The grammar, spelling, and punctuation are correct. No changes in content were made. This information was provided by Ir. Rudi Priyono, SP, M.Agr is the Head of the Agricultural Extension Implementation Unit of Jombang Regency.

“The agricultural extension unit in Jombang Regency has been operational since January 2019, following its inauguration and management structure establishment in 2018. In 2022, Perpres 35 of 2022 was issued. Prior to the issuance of the Presidential Regulation (Perpres), the UPT Pelaksana Penyuluhan Pertanian engaged in extensive discussions with representatives from the Ministry of Agriculture regarding policies on extension institutions. It was suggested that the policies be directly included in the Perpres rather than in a letter or Ministerial Regulation. This recommendation was conveyed accordingly. I guarantee that Jombang Regency has implemented the contents of Perpres 35 of 2022, even before its issuance. However, there is still room for improvement in terms of maximizing good practices. We are continuously striving to improve.”

The institutional extension system in Jombang Regency has addressed the following issues:

- a. Extension workers do staff work (administration).
- b. Planning in the extension program is only a formality.
- c. Monitoring of extension activities is not optimal.
- d. Evaluation of extension activities does not run well.
- e. Evidence of counseling is not routinely made.
- f. Extension evidence is not compiled by PPLs themselves.
- g. There is no guidance in the preparation of credit scores.
- h. Credit score assessment is not in accordance with the provisions.
- i. Difficulty in promotion of extension workers (more than 4 years).
- j. Inconsistency of data and information sources.
- k. Service activity planning is not in line with extension planning in the program.
- l. Extension activities are not funded (PPL self-funding).

During the first year after the establishment of UPT Pelaksana Penyuluhan Pertanian, extension activities were carried out as before, despite the unpreparedness of human resources. However, the Head of UPT has since recruited administrative staff to manage the administration, which was previously handled by extension workers. In its second year, the Agriculture Office has developed an extension planning system using the e-Tractor (Tracking and Monitor Penyuluh) application. The system contains a standardized extension program.

The weakness of field agricultural extension workers lies in fulfilling administrative requirements and regulations. To alleviate the burden of these conditions and fulfill administrative missions, technology can be employed. This is where the e-Tractor comes in. This application contains data on Regional Potential Identification (IPW) that has been standardized for a single district. This data is then accumulated to form the IPW for the sub-district and district. The IPW data serves as the basis for the preparation of the village program. A village program matrix is formed from this data, which then serves as a reference in the preparation of the Annual Work Plan for Extension Workers (RKTP). The RKTP is derived through extension activities for one year, also known as the Schedule of Training and Visits (Schedule LAKU).

The LAKU Work System is an extension approach that combines training for extension workers to improve their ability to carry out their duties. This is followed by scheduled visits to farmers/farmer groups (POKTAN). The objective of this activity is to enhance the performance of agricultural extension workers in providing assistance to farmers, improve farmers' ability to manage production, increase productivity and income, and enhance the quality of extension services through a measurable and scheduled work system. The schedule is included in the Employee Performance Targets (SKP).

In SKP, extension workers are required to complete Individual Performance Indicators (IKI) that are directly linked to the Government Agency Performance Accountability System (SAKIP). The RKTP is then integrated with SKP and included in IKI, which is evaluated quarterly based on SAKIP. Monitoring is conducted regularly. The assessment system in this institution is carried out in stages, with the KJF assessment conducted by the Head of UPT Pelaksana Penyuluhan Pertanian. The KJF is responsible for evaluating the BPP Regional Coordinator, who in turn evaluates the Field Agricultural Extension Workers. The establishment of this UPT has improved the work culture by increasing the workload to support the implementation of extension services, organizing a more efficient extension system, and enhancing the work ethic of extension workers.

Since 2019, this system has been in operation, encompassing planning, implementation, monitoring, and evaluation. Prior to its implementation, extension workers lacked supervision and organization, resulting in a lack of control. The system has effectively addressed these issues by providing better control over extension activities and workers. Jombang Regency currently has an e-Tractor application that will be connected to a new application design called the Agricultural Development Pattern Information System (SIPOLTAN). This will help to ease the task of extension administration, which is crucial as it becomes an extension trail.

The evaluation activities are currently progressing smoothly. This quarterly evaluation will affect the additional income of employees, known as TPP. TPP is a monthly income given to employees in addition to their salaries/wages, structural position allowances, certain functional position allowances, and general functional position allowances, based on the weight of the position, work assessment, and discipline. To avoid a reduction in TPP earned, the target must be achieved and the SKP score must be 100%. This TPP is intended to be used to cover the cost of an independent PPL demonstration in the form of demonstration plots. These plots will later be used for an independent study of PPL technology, as well as for providing information and teaching materials to farmers.

Effective communication is crucial for the successful implementation of Presidential Regulation No. 35 of 2022. Effective communication is crucial for the successful implementation of Presidential Regulation No. 35 of 2022. It is important for policy makers and implementers to have clear and concise communication regarding the substance of strengthening working relationships. This will ensure that implementers understand their roles and responsibilities in the policy implementation process. Effective communication is crucial for the successful implementation of Presidential Regulation No. 35 of 2022. To ensure effective communication among those involved in implementing the Perpres policy, it is crucial that the Jombang Regency Agriculture Office distributes information about the policy clearly and precisely. To ensure effective communication among those involved in implementing the Perpres policy, it is crucial that the Jombang Regency Agriculture Office distributes information about the policy clearly and precisely. To ensure effective communication among those involved in implementing the Perpres policy, it is crucial that the Jombang Regency Agriculture Office distributes information about the policy clearly and precisely. This will lead to successful implementation of the Perpres policy.

To enhance working relationships, the resource indicator plays a crucial role. In the field, it is currently being fulfilled in terms of staff, information data related to policy implementation, authority, and financial resources. However, supporting facilities have not been provided yet, which is hindering its fulfillment. Disposition and bureaucratic structure are crucial factors as they impact coordination and policy implementation. Research in the field has revealed that sectoral egos continue to hinder the follow-up on the substance of the Perpres. In Kesamben Subdistrict, the Women Farmers Group has produced a product that is ready for marketing or licensing. However, there are still obstacles that need to be addressed by the Agriculture Office in collaboration with related agencies.

Disposition is determined by written orders based on policies that result in decrees, standard operating procedures, or regulations issued by the Agriculture Office. The implementation of Perpres 35 of 2022 already includes a disposition, which is currently in the form of a Ministry of Agriculture Regulation. However, the regions have not yet implemented any regulations or provisions regarding

agricultural extension policies for agricultural development. They have only provided information on these policies.

To enhance the working relationship, agricultural extension implementation must be synergized across all levels, including the Center, Province, Regency/City, and District. This can be achieved through the operationalization of agricultural extension by the Minister of Agriculture. Satminkal serves as a forum for managing the guidance and development of extension worker competencies, and is responsible for organizing agricultural extension in provinces and districts/cities. The implementation of Satminkal is the responsibility of the Regional Technical Implementation Unit for Agricultural Extension at both the Provincial and District/City Offices. In cases where there is no such unit at the Provincial or Regency/City level, it is the duty of the Governor and Regent/Mayor to establish a Satminkal for Agricultural Extension at the Provincial and Regency/City Offices.

In accordance with Law No. 16/2016, the government and local authorities are responsible for promoting and facilitating the involvement of key and business actors in extension implementation. Extension cooperation can occur both vertically and horizontally within extension institutions, as well as across different sectors.

CONCLUSION

The implementation of Presidential Regulation Number 35 of 2022, which aims to strengthen working relationships, has been carried out in BPP Jombang Regency. The UPT Pelaksana Penyuluhan Pertanian serves as the base administrative unit (Satminkal) and has been controlling extension activities in Jombang Regency since 2018. In addition to implementing agricultural extension policies involving policy makers, coordination, budget allocation, and assistance in implementing activities, monitoring and evaluation should be conducted to identify and analyze reports on the implementation of extension. There are still shortcomings in the implementation of measures to strengthen working relationships, particularly in terms of resources, disposition, and bureaucratic structure.

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