
Ambiguity and Conflict in the Implementation of Policies for Determining Traditional Villages in Siak Regency

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Abstract

Traditional village is an original structure that has original rights in the form of rights including managing the territory and life of its customary law community. In order to realize the vision of Siak Regency to increase the existence of Malay culture in Siak Regency as the basis of identity in Siak society, as well as with the Siak Regency motto "*siak the truly of Malay*", law no 6 of 2014 provides a potential and opportunity for the Government The Siak Regency area, to carry out rearrangement of the village by fixing it through the determination and formation of existing villages with the issuance of Regional Regulation No. 2 of 2015 concerning the determination of traditional villages in Siak Regency. The purpose of this research is to analyze the ambiguity and conflict in the implementation of the policy of establishing traditional villages in Siak Regency. This study used a qualitative research method with an exploratory approach. This study uses the Richard Matland Implementation model of Ambiguity and Implementation Conflict. This research was conducted in the traditional village of the Anak Swamp tribe, Sungai Apit District, Siak Regency, Riau Province. The results of this study when viewed from the four indicators of ambiguity and conflict by Richard E Matland, the administrative ambiguity and conflict indicators for ambiguity and conflict are high. For this reason, it is hoped that the Siak district government can routinely evaluate process by process, so that it does not create high ambiguity and conflict between policy implementers and the community.

Keywords: *Local Government, Policy Implementation, Ambiguity, Conflict*

Introduction

The 1945 Constitution in Article 18B paragraph 2 and Article 28I paragraph 3 of the 1945 Constitution as a result of amendment IV states Recognition of diversity. Article 18B paragraph 2 of the 1945 Constitution states that "The state recognizes and respects customary law community units and their traditional rights as long as they are still alive and in accordance with the development of society and the principles of the unitary state of the Republic of Indonesia which are regulated in law". Apart from that, Article 28I paragraph 3 of the 1945 Constitution states that cultural identity and the rights of traditional communities must be respected in accordance with the times and civilization.

January 2014, to be precise, was the beginning of a historic year for the development of village governance since Law No. 6 of 2014 concerning villages was passed. The provisions in the village regulation provide two major things related to village governance, including authority and finance. In order to realize the vision of Siak Regency to increase the existence

of Malay culture in Siak Regency as the basis of identity in Siak society, and with the motto of Siak Regency "siak the truly of Malay", law no 6 of 2014, provides a potential and opportunity to the Regional Government of Siak Regency, to carry out rearrangement of the Village by fixing it through the Determination and establishment of traditional villages.

Based on Law No. 6 of 2014, the Siak Regency Government of Riau Province carried out the implementation of this policy, by passing Regional Regulation number 1 of 2015 concerning changing the name of the Village to Kampung. The purpose of this change was to retain the name of the village in the past in the Malay language that was used before the formation of Siak Regency. Furthermore, the Siak Regency Government also established Regional Regulation Number 2 of 2015 concerning the establishment of Traditional Villages in Siak Regency with the aim of reviving hereditary habits that have long been eroded by the flow of urbanization of the population, and assimilation with local culture resulting in traditions or customs. local customs seem to be forgotten .

According to Regional Regulation No. 2 of 2015 concerning the designation of traditional villages in Siak Regency, traditional villages are original arrangements that have original rights in the form of rights including administering the territory and life of the customary law community. The hope is that by establishing a traditional village in Siak Regency, the regional government of Siak Regency will try to maintain the customary values that exist in the local community and revive the role of traditional community leaders and to revive customary values and norms in the established traditional villages. There are several stages of establishing a traditional village in Siak Regency, including Village identification and assessment; Determination of Traditional Villages by the Regent; Draft Regional Regulations; Submission of Draft Regional Regulations; and Determination of Regional Regulations

After carrying out several stages, special studies were carried out as listed in the table above, Regional Regulation No. 2 of 2015 concerning the establishment of traditional villages in Siak Regency was passed. The traditional villages that are determined based on the Regional Regulation are as follows:

Table 1
Traditional Villages of Siak Regency

No	Village name	Subdistrict
1	Lubuk Jering Traditional Village	Mandau River District
2	Middle Village Traditional Village	Mepura district
3	Kuala Gasib Traditional Village	District of Koto Gasib
4	Rawa Children's Indigenous Traditional Village	Sungai Apit District
5	Sakai Minas Traditional Village	Minas District
6	Sakai Traditional Village Bathing in the Wind	Minas District
7	Sakai Bakalar Traditional Village	Kandy district
8	Sakai Libo Jaya Traditional Village	Kandy district

Source: Processed by the Authors, 2022

Penyengat Village or Rawa Anak Original Traditional Village is one of the villages chosen to become a traditional village in Siak Regency. The Rawa Anak Original Traditional Village was selected to become a traditional village through several stages, starting from the introduction and deepening which includes village potential, institutions, society, customary customs, village areas, monographs or village profiles that have been regulated in Regional Regulation Number 2 of 2015 concerning determination of Traditional Villages in Siak Regency. Based on these changes, there was a change in the names of several traditional village institutions, starting from the village head changing to the penghulu, from the village secretary changing to clerk, from the head of affairs to being a clerk, the hamlet head remained unchanged, the Rukun Warga changed to the rukun kampung, permanent neighborhood units, the Village Consultative Body (BPD) changed to the Village Consultative Council (BAPEKAM), and the Village Community Empowerment Institution (LPMD) changed to the Village Community Empowerment Institution (LPMK). The Indigenous Village of the Anak Swamp tribe was chosen to be the focus and research location with several considerations. Among the eight traditional villages stipulated in regional regulation No. 2 of 2015, the indigenous tribal village of Anak Swamp is one of the tribes that is different from other tribes, which are generally Malay and Sakai tribes. Then the indigenous Anak Swamp tribe was chosen in this study because it has a long distance in one of the hamlets, the researcher wants to see the implementation of the implementation of the policy, whether it can be implemented or not.

As time went on, from 2015 after the establishment of the 8 traditional villages, including the indigenous Anak Swamp tribe, researchers found several phenomena, including: there were several things that were not clear in local regulation No. 2 of 2015 concerning the determination of traditional villages, one of which was in the implementation in article 14 in regional regulation no 2 of 2015 concerning the determination of traditional villages, then there is a conflict in the policy related to the mechanism for determining traditional villages, then seven years is determined in accordance with regional regulation no 2 of 2015 but until now there has been no clarity, and there have been no specific rules during it took seven years for this local regulation to be established, giving rise to an ambiguity in this policy. Based on this phenomenon, the researcher is interested in conducting further research with the title Ambiguity and Conflict of Policy Implementation for Determining Traditional Villages in Siak Regency.

Pressman and Widavsky (Pramono, 2020) explain that implementation can be said to be a process of implementing or implementing. The implementation of stand-alone scientific research is a common way to get results quickly and accurately. Implementation is usually related to a policy established by a particular institution or agency to achieve the goals that have been planned. The implementation of the verb is appropriate when referring to the noun wisdom.

In other sources, Ripley and Franklin (Kasmad, 2013) argue that after the law is set, implementation is what happens to programs, policies, benefits, or other tangible outputs. Actions that follow a government official's statement of intent regarding program objectives and desired results are referred to as implementation. To make programs work, various actors, especially bureaucrats, must take action (or not take any action at all). Furthermore, the Concept of Policy Implementation, According to Edwards III (Kadji, 2015) The decision-making stage known as policy implementation includes the issuance of regulatory standards and policy consequences for the community that affect several aspects of their lives, such as articles of legislative laws, issuance of executive regulations, and issuance of court decisions.

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Even if a policy is implemented in the right way, failure can still occur if the process is not carried out correctly. Meanwhile Van Meter and Van Horn (Situmorang, 2016) define the enactment of public policy as a result of actions taken in previous decisions. These actions include efforts to convert policy decisions into operational actions within a certain period of time in the context of ongoing efforts to achieve big and small changes determined by policy decisions made by public organizations directed at achieving the goals that have been set.

Richard E Matland (Kadji, 2015) developed a model called the Ambiguity-Conflict Matrix Model which explains that administrative implementation is the implementation that is carried out in the daily operations of the government bureaucracy. Policies here have low ambiguity and low conflict. Political implementation is implementation that needs to be forced, because even though the ambiguity is low, the level of conflict is high. Experimental implementation was carried out on ambiguous policies, but the level of conflict was low. Symbolic implementation is carried out on policies that have high ambiguity and low conflict. Symbolic implementation is carried out on policies that have high ambiguity and high conflict.

In principle, Richard E Matland's matrix (Ulumuddin & Darwin, 2021) has "four precises" that need to be fulfilled in terms of the effectiveness of policy implementation, namely Policy Accuracy; Execution Accuracy; Target Accuracy; and Environmental Accuracy. Then Matland (1995) looks at the implementation of ambiguity and conflict, and divides it into several indicators, including administrative implementation; Political implementation; Experimental implementation; and Symbolic implementation.

Methods

This study uses a qualitative research method with an exploratory nature. In this research, the reason why the author uses this type of qualitative research with an exploratory approach is to be able to explore all forms of implementation related to traditional villages in Siak Regency, especially the Indigenous Village of the Anak Rawa Tribe . The focus of this research is to put more emphasis on the implementation of the policy of establishing indigenous tribal villages of the Swamp Child tribe. Data collection techniques in this study were carried out by observation, interviews and documentation which the researchers directly carried out in the field. The types and sources of data are primary and secondary. In this study, data analysis techniques used qualitative data analysis techniques according to Miles and Huberman, where the analysis consisted of three paths, including data reduction, data presentation and drawing conclusions.

This research was conducted in the Indigenous Village of the Anak Rawa Tribe, Sungai Apit District, Siak Regency, Riau Province. The reason the researcher took the research locus in the Penyengat Traditional Village is because of the 8 Traditional Villages in Siak Regency, the Penyengat Traditional Village is the only tribe in the Penyengat Village itself. Then in the traditional village of Penyengat, there are hamlets that are far from the village government center, so researchers are also interested, whether customary rules can also be applied in remote hamlets, given the remote access from the village government center. This research was carried out from April 2022 to October 2022.

Results and Discussion

Administrative Ambiguity And Conflict

In general, administration is a form of business and activity that is directly related to setting policies with the aim of achieving targets within the organization. So it can be said that administration has a very important role in managing all the activities of an organization. To see the administration in implementing a policy issued by the regional government, it can be examined whether the policy really reaches the main target according to the needs of the community or the policy will only confuse the community and even cause conflict in implementing it, so that implementation can be said to have failed. Therefore, within this administrative scope, we can see how the government's role, government duties, and government responsibilities, be it local governments, sub-districts, villages or related institutions that participate in the process of implementing this policy of establishing traditional villages. In this case, it can be seen from the special regulations regarding traditional villages, such as unfinished implementation instructions, which raises problems in implementing the policy of determining this traditional village.

Views of Ambiguity and Conflict Administratively, the researcher draws a conclusion, that ambiguity is indeed not found, this is based on the results of the interviews that the researchers conducted, that from this policy it has been established that so far no information has been found that contains elements of ambiguity or unclear, but researchers, found conflicts or a problem, in which this policy cannot yet be implemented, this is because it is still in the process of completing administration both at the Central and in the Province. So that more than seven years after this policy was established, there has been no movement at all from this policy, only processes and processes carried out by the Siak district government which until now have not been completed.

Political Ambiguity and Conflict

The meaning of the word Politics is all matters or actions carried out by government officials in carrying out a policy and others. The word politics in a policy is something that is commonly used among state civil servants, both in their actions and in their daily activities. This political process looks at the extent to which the government can provide understanding to the implementers of this traditional village policy, so as not to cause ambiguity and conflict in the policy. It is known that every implementation of a policy always contains political elements as a necessity in the successful process of implementing the policy. This is of course related to communication between the Siak district government where this matter is shared with the Community and Village Empowerment Service and the implementers of this traditional village policy which include the sub-district government, sub-district Malay traditional institutions, traditional village government, traditional institutions in the village, and also indigenous peoples who of course as the goal of this policy. Then the socialization that has been carried out by the district government to the sub-district and village parties.

In view of political ambiguity and conflict, the researcher draws a conclusion that the level of ambiguity and conflict politically is low, this is evidenced from the results of interviews with several informants above, no ambiguity and conflict was found either in the socialization provided by the district government to the sub-district government and the government traditional village. Then the communication between the district government to the sub-district and village governments also did not cause ambiguity and conflict, everything went smoothly, but because it was still in the process, this policy could not be implemented yet.

Ambiguity and Conflict Experimentally

The intended experiment is testing or an action and observation made. Basically, this experimental implementation is that the goals have been agreed and known, but the way to achieve the goals is not yet known. In this experimental concept of ambiguity and conflict, researchers will see how far the government can carry out experiments to achieve the initial goals that have been planned beforehand, in other words in this discussion, the researchers will provide an overview of how the process of achieving the goals that have been planned before. For example, such as the implementation of customary activities related to customary law and other activities.

If it is related to the ambiguity and conflict matrix experimentally, the researcher concludes that high ambiguity and high conflict. This is evidenced by the level of hesitation by the sub-district and village governments to carry out traditional activities, the problem is that the government has not issued specific rules or implementing instructions, even though this policy is still in process. The Siak district government should still issue instructions for implementing this customary policy because considering that the determination of this traditional village has been going on for seven years but the process has not been completed. With these implementation guidelines, at least the sub-district and village governments have specific references even though this policy process is still ongoing.

Ambiguity and Conflict Symbolically

Symbolic implementation, namely seeing a policy issued by the government, whether it benefits the target group or not. In a symbolic policy plays an important role in confirming new goals, old goals, emphasizing important values and principles. In the concept of symbolic ambiguity and conflict, researchers will look at and seek information, to what extent are the benefits received by the target group with this policy, if it is associated with Richard E Matland's ambiguity and conflict matrix, of course we will see whether this policy provides benefits or not. on the contrary, then after the existence of this policy does it cause conflict.

If it is related to the symbolic ambiguity and conflict matrix, the researcher can conclude that the level of ambiguity and conflict is low. This is supported by the results of interviews with informants and direct observation by researchers. The results of interviews with informants illustrate that even though it is small, there are benefits that are felt by both the village government and the community. This means that the Siak district government has made a clear policy so that the community will benefit a little from the policy, although until now the policy is still in the form of establishing an existing village, and is still in the process of finalizing the policy for implementing traditional villages in Siak district, especially the original village of Anak Swamp.

Factors of Ambiguity and Conflict in Implementing the Policy for Determining Traditional Villages in Siak District

The Quality of Human Resources in the Indigenous Village of the Rawa Child Tribe

Human resources are one very important factor that cannot even be separated from an organization, one of which is government. In implementing the policy of determining traditional villages, of course competent people or experts in their field must be prepared. However, for village government, from the results of interviews with informants, and the results of observations made by researchers, the quality of human resources is still low. This is reinforced by the results of several interviews with informants that have been conducted by researchers.

Lack of government understanding of traditional village policies

The second inhibiting factor is the government's lack of understanding of the new policy. In order to implement a policy, of course the government must understand this matter, in contrast to the policy of establishing this traditional village, the Siak district government which was delegated to the community and village empowerment services became overwhelmed to understand this traditional village, this is evidenced by the process of establishing a traditional village policy which has been running for more than seven years, but still not finished.

There are no guidelines for the implementation of the policy for establishing Traditional Villages

The third inhibiting factor is the absence of instructions for implementing the policy of determining traditional villages, this raises doubts by the sub-district and traditional village governments to carry out the governance process.

Conclusion

The Siak district government has carried out a series of processes for establishing traditional villages with the aim of restoring traditional values that have long since disappeared, one of which is the Kampung Asli Anak Swamp Indigenous Village which is one of the eight designated traditional villages. However, there are still a number of problems that must be resolved by the Siak district government. If it is associated with the Ambiguity and Conflict matrix model, the researcher draws several conclusions:

- a. Administrative Ambiguity and Conflict Based on the results of the research that has been described above, administratively, the level of ambiguity and conflict is low, this is because the published policies are easy to understand and what and who has a role in the policy already knows clearly. there was found a conflict after the existence of the policy.
- b. Political Ambiguity and Conflict Based on the results of the research that has been described above, politically, the level of ambiguity and conflict is also low. This is because the government has provided good socialization and communication, and the response is also good, thus making it easy for implementers to understand the policy. and no conflicts were found after the issuance of this policy.
- c. Experimental Ambiguity and Conflict Based on the research results that have been described above, it can be concluded experimentally that the level of ambiguity and conflict is high. This is due to the emergence of doubts from the sub-district and indigenous tribal villages of the Anak Swamp tribe, due to the absence of specific references regarding the implementation of this policy of establishing traditional villages, so that until now the village government has implemented the policy without holding special references from the government, this has actually become a problem.
- d. Symbolic Ambiguity and Conflict Based on the results of the research that the researchers have described above, it can be concluded symbolically that, the level of ambiguity and conflict is low, this is because the policy of determining traditional villages has provided benefits, although it still cannot be fully implemented because it is still waiting for the process issuance of local regulations on traditional villages.

Of the four indicators, only one has a high level of ambiguity and conflict, namely Ambiguity and Experimental Conflict. For this reason, it is hoped that the Siak district government can routinely evaluate process by process, so that it does not create high ambiguity and conflict between policy implementers and the community.

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