

ANALISIS JEJARING PEMANGKU KEPENTINGAN PADA KEBIJAKAN KETAHANAN PANGAN

(Studi Kasus Pada Sentra Industri Kecil Menengah Sagu Kabupaten Lingga)

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ABSTRAK

Kebijakan hilirisasi komoditas sagu melalui pembangunan Sentra Industri Kecil dan Menengah (IKM) Sagu di Desa Musai dirancang sebagai strategi Pemerintah Kabupaten Lingga untuk meningkatkan ketahanan pangan dan kesejahteraan petani lokal, namun dalam pelaksanaannya operasionalisasi pabrik mengalami stagnasi panjang. Penelitian kualitatif deskriptif dengan metode studi kasus berbantuan *software* NVivo 14 ini bertujuan menganalisis implementasi kebijakan tersebut beserta faktor determinan penghambatnya dengan menggunakan pisau analisis Model Implementasi Kebijakan Dennis A. Rondinelli (1983). Hasil temuan lapangan menunjukkan bahwa kebijakan berstatus stagnan (*mangkarak*) akibat kegagalan akumulatif pada variabel-variabel implementasi. Pada variabel Sumber Daya, laporan realisasi DAK 2024 mencatat pembangunan gedung tuntas 99,86% tetapi komponen vital pengadaan mesin produksi inti senilai Rp12,3 Miliar mengalami Putus Kontrak dengan realisasi anggaran 0,00%. Pada variabel Kondisi Lingkungan, melimpahnya potensi bahan baku hulu sebesar 4.242,43 Hektar menghadapi hambatan ekologis berupa serangan hama monyet ekor panjang pada jalur distribusi sungai serta keterbatasan akses darat. Pada variabel Karakteristik Agen Pelaksana, ditemukan lemahnya fungsi pengawasan Disperindagkop UKM terhadap kualifikasi mitra rekanan pengadaan. Analisis peneliti menyimpulkan bahwa keterbatasan sumber daya teknologi dan kendala lingkungan hulu ini merusak variabel Hubungan Antar Organisasi, di mana kekosongan fungsi Sentra IKM sebagai penampung domestik (*offtaker*) memaksa petani tradisional tetap terikat secara ekonomi dalam jaringan tengkulak (*toke*) luar daerah yang memicu hilangnya potensi nilai tambah ekonomi (*value-added loss*) bagi daerah. Sebagai kesimpulan, stagnasi Sentra IKM Sagu berakar dari kegagalan tata kelola pengadaan teknologi pada variabel sumber daya yang tidak diantisipasi oleh kapasitas fiskal daerah. Oleh karena itu, disarankan secara praktis agar Pemerintah Kabupaten Lingga segera melakukan pengadaan ulang mesin produksi memanfaatkan skema pendanaan alternatif (seperti usulan PSN atau CSR investor), memperketat pengawasan tender, serta membangun infrastruktur penunjang di sektor hulu demi memutus rantai ketergantungan petani pada tengkulak.

Kata Kunci: Implementasi Kebijakan, Sentra IKM Sagu, Model Rondinelli, Putus Kontrak, Kabupaten Lingga.

STAKEHOLDER NETWORK ANALYSIS IN FOOD SECURITY POLICY

(Case Study of the Small and Medium Sago Industry Center in Lingga Regency)

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ABSTRACT

The downstream policy of sago commodities through the construction of the Sago Small and Medium Industry Center (IKM) in Musai Village was designed as a strategic initiative by the Regional Government of Lingga Regency to enhance regional food security and local farmers' welfare, yet its operationalization has experienced prolonged stagnation due to implementation bottlenecks. This descriptive qualitative study with a case study design, facilitated by NVivo 14 software, aims to analyze the implementation of the policy and its inhibiting determinant factors using Dennis A. Rondinelli's (1983) Policy Implementation Model. The field findings indicate that the policy implementation is currently stagnant due to cumulative failures across the implementation variables. Within the Resources variable, the 2024 DAK realization report reveals that the physical construction of the building was successfully completed at 99.86%, whereas the vital component of production machinery procurement worth Rp12.3 Billion suffered a Contract Termination with 0.00% financial realization. Regarding the Environmental Conditions variable, the abundant upstream raw material potential spanning 4,242.43 Hectares faces ecological constraints in the form of long-tailed macaque pest attacks along river distribution routes and limited land accessibility. Under the Characteristics of Implementing Agents variable, a weak supervisory function by the Disperindagkop UKM in monitoring contractor qualifications was identified. The researcher's analysis concludes that these technological resource limitations and upstream environmental constraints disrupt the Inter-organizational Relationships variable, where the absence of the Sago IKM Center's function as a domestic offtaker forces traditional farmers to remain economically dependent on external middleman (toke) networks, ultimately leading to a significant loss of economic value-added for Lingga Regency. In conclusion, the stagnation of the Sago IKM Center stems from procurement governance failures within the resources variable, which were not anticipated by the local fiscal capacity. Therefore, it is practically suggested that the Regional Government of Lingga Regency immediately re-procure production machinery using alternative funding schemes (such as national strategic project proposals or investor CSR), tighten tender supervision, and improve upstream infrastructure access to sever farmers' dependence on middlemen.

Keywords: Policy Implementation, Sago IKM Center, Rondinelli Model, Contract Termination, Lingga Regency.