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Implementation of land sustainable food agriculture protection policy in Sukabumi City

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Abstract

This study aims to analyze the policy implementation of sustainable food agricultural land (PLP2B) protection in the City of Sukabumi. PLP2B is a government effort to protect productive agricultural land that has decreased due to conversion due to the growth of urban areas. Therefore, sustainable food agricultural land protection must be carried out optimally by applicable policies. This research uses a qualitative method with a descriptive approach and data collection techniques through field observations, interviews, and documentation. Informants were determined using a non-probability sampling technique with a snowball sampling method. This research uses the theory of Van Meter van Horn (1975). The results of this study indicate that the implementation of sustainable food agricultural land protection policies in the city of Sukabumi is still not running optimally due to several obstacles, such as budget constraints, the economic value of agriculture, which is relatively small, and the depreciation of agricultural land which is changing functions every year. However, improvement efforts continue to improve the quality of the sustainable food agricultural land protection policy (PLP2B) in Sukabumi City.

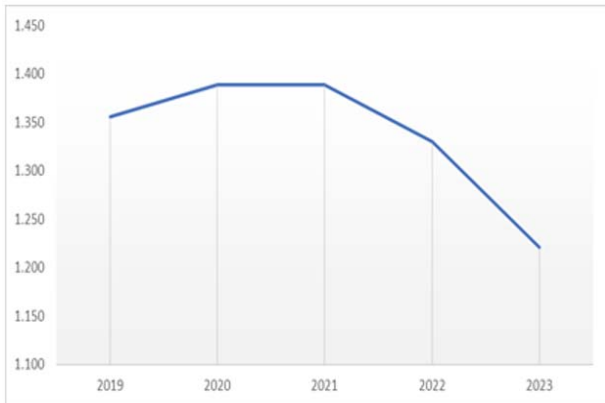**Keywords**: agriculture; implementation; land use change.

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1. Introduction

Land transformation is an unavoidable phenomenon in areas experiencing development. Typically, developing regions see significant population increases, leading to a greater demand for land resources for settlements and other public facilities, including industry (Syawal, 2023). Land transformation typically commences with property divestment, primarily through sales transactions. Moreover, area development can elevate land values, potentially sparking further property releases. Three key elements affect farmers' decisions to

repurpose agricultural land: First, External influences, including territorial expansion, shifts in population, and economic fluctuation; Second, Internal considerations, such as the financial and social status of households working the land; regulatory aspects, encompassing legislative measures, their execution, and practical application (Wicaksono, 2020).

Graphic 1. Area of agricultural land in Sukabumi City

Graphic 1. shows that the area of practical paddy fields in Sukabumi City has decreased over the last five years. The data shows that in 2019, paddy fields were still 1,356 hectares, but in 2023, they became 1,221 hectares. The decrease in paddy fields is a consequence of urban growth, which increasingly leads to a decline in the total area of cultivable land.

The transformation of land Agricultural use has enduring consequences for agricultural workers and the broader community (Basyar & Puspaningtyas, 2022). The decrease in farmable territory diminishes job prospects for farmers and fieldhands. It also curtails income-generating opportunities linked to agricultural activities, such as businesses supplying farming resources and materials, tractor rentals, and others (Hutagalung et al., 2022; Yusuf et al., 2024). Farmers are the main actors in agricultural activity, starting with preparing agricultural land, planting, maintaining, and harvesting agricultural products. Farmers are the main actors in India's agricultural development, so all programs, policies, and plans need to involve farmers (Lazuardi et al., 2024).

On the one hand, these changes can increase productivity and income, but on the other hand, they can cause environmental and social problems (Izmi et al., 2021). On the positive side, some consequences are increased production, new jobs, and local economic development. The negative side is environmental degradation, community displacement, and social injustice. In this case, planning and implementing land transformation with a sustainable approach is essential, considering environmental and social needs to ensure all parties can benefit (Arnott et al., 2021; Pitaloka, 2020).

Table. 1 Number of farmers and smallholders in Sukabumi City

District	User Farmer Land	Total	Percentage (%)
Baros	679	570	83,95
Lembursitu	1.093	912	83,44
Cibeureum	942	713	75,69
Warudoyong	548	437	79,74
Gunung Puyuh	385	345	86,91
Cikole	277	229	82,67
Total	4.213	3.448	81,67

Source: DKP3 Sukabumi City, 2024.

Based on Table 1, around 80% of farmers in Sukabumi City are land-using farmers in the sense that there is limited access for farmers to land conducting agricultural business, as well as small farmers who conduct agricultural business with land tenure <0.5 hectares. Thus, agriculture in Sukabumi City is highly dependent on landowners, making Sukabumi City's agricultural land vulnerable to conversion.

The existence of LP2B in Sukabumi City has been followed up through the establishment of LP2B expansion in Sukabumi City covering 425 hectares through Regional Regulation Number 1 of 2022 concerning Regional Spatial Planning (RTRW) of Sukabumi City in 2022-2042 and supported by Regional Regulation No. 1 of 2016 concerning protection of Sustainable food agriculture land (PLP2B) encompasses a comprehensive framework and methodology (Government, 2022). This includes planning, designating,

enhancing, utilizing, advancing, regulating, and overseeing farmlands and agricultural zones, focusing on long-term sustainability (Wicaksono, 2020). Regional regulation is implemented to control the rate of agricultural land conversion in Sukabumi City to increase food availability and security for the population.

Table. 2 Area designated as LP2B in Sukabumi City 2023

District	Local government LP2B Area (Ha)	Independent LP2B Area (Ha)
Cibeureum	8.38 Ha	3.26 Ha
Lembursitu	4.96 Ha	9.94 Ha
Baros	8.01 Ha	2.25 Ha
Warudoyong	4.61 Ha	-
Gunung Puyuh	0.46 Ha	-
Cikole	-	-
Total Land Area	**41,87 Ha**	

Source: DKP3 Sukabumi City, 2024.

In addition, to support Sukabumi City's regional regulation No.1 of 2016, Sukabumi City has issued a policy in the form of a mayoral regulation on the protection of sustainable food agricultural land as an effort to protect LP2B which includes several regulations, namely: a) Mayor's Regulation No. 8 of 2018 on Sustainable Food Agricultural Land Information System; b) Mayor's Regulation No. 9 of 2018 on Determination and Transfer of Function of Sustainable Food Agricultural Land; and c) Mayor's Regulation No.10 on incentives for Protection of Sustainable Food Agricultural Land in 2018 (Peraturan Daerah Kota Sukabumi Nomor 1 Tahun 2016 Tentang Perlindungan Lahan Pertanian Pangan Berkelanjutan, 2005). However, over time, after the enactment of Sukabumi City's regional regulations and mayor's regulations on Sustainable agricultural land protection based on preliminary observations, researchers found problems related to LP2B protection policies in Sukabumi City, namely. First, the area of land designated LP2B in Sukabumi City has not been achieved. According to the Individual Performance Index of DKP3 Sukabumi City, the LP2B target in 2023 must reach 44 hectares, while only

41.87 hectares have been realized with the following details.

Table 2 shows data on the area of land designated as LP2B. Only three out of seven sub-districts in Sukabumi City already have some local government LP2B and independent LP2B designations. The Lembursitu sub-district has the highest number of land stipulations, with 9.94 hectares, while the Cikole sub-district does not yet have LP2B stipulations.

Second, the determination of incentive policies provided by the government to farmers who own independent LP2B has not been fully realized. Based on the mayor's regulation No. 10 of 2018 concerning PLP2B incentive policies, there are seven types of incentives, namely Assistance in reducing land and building tax, funding for agricultural infrastructure development, funding for agricultural infrastructure, funding for the creation of superior seeds and seedlings through research and development, facilitating the provision of facilities and infrastructure for agricultural creation, and streamlining the process of issuing land title certificates in LP2B Superior seeds and seedlings through research and development, facilitating the provision of facilities and infrastructure for agricultural production, and streamlining the process of issuing land title certificates in LP2B, and awards for outstanding farmers (Luthfi & Naufal, 2023; Putra & Jaya, 2022). The types of incentives that have not been fully realized, namely providing incentives for research financing, seed development, and superior seeds and facilitating the development of agricultural irrigation infrastructure, are due to the limited budget for financing LP2B incentives in Sukabumi.

Third, the rice produced in Sukabumi City is still insufficient to meet the community's food consumption needs.

Table 3. Total rice production in Sukabumi City

Sukabumi City (Ton)	
2022	2023
7.674.15	9.371.96

Source: DK3P Sukabumi City, 2024.

Based on Table 3, the amount of rice production in Sukabumi City reached 7-9 tons per year, while the amount of rice food consumption in Sukabumi City in 2022 reached 30,082 tons. The amount of rice food production in Sukabumi City only reaches approximately 30% of its citizens' needs, while to overcome the shortage of rice food, Sukabumi City still relies on food supplies from outside the region by 70%.

As a study and comparison that can be a differentiator from previous studies, the researchers reviewed several studies that are relevant to this research. research by (Wicaksono, 2020) It is entitled Implementation of Food Agricultural Land Protection Policies Sustainable by the Food Security and Agriculture Office of Indramayu Regency. The method used is qualitative, and it is based on the grand theory of George C. Edward III. The results of the study describe that the implementation of PLP2B policies in the food security, agriculture, and fisheries offices of Indramayu Regency still has miscommunication where communication has not run optimally between the food security and agriculture offices and agricultural extension centers and the community, then the disposition/attitude of implementers is not maximized due to lack of supervision of employees (Wicaksono, 2020).

Then, in (Padang, 2018a) It is entitled Implementation of Sustainable Food Agricultural Land Protection in Subulussalam City, Aceh Province. The method used is qualitative with a descriptive approach, as in George C. Edward's theory. The results of this study, the bureaucratic structure is an inhibiting factor because this is seen from the absence of standard operating procedures governing sustainable food agricultural land in the city of Subussalam, Aceh Province (Padang, 2018b).

Furthermore, this research was conducted by (Hudaya et al., 2023). Which is entitled Factors of Implementing Sustainable Food Agricultural Land Protection (PLP2B) Policies in Karawang District. The method used is qualitative, with a descriptive approach to the theory of Ripley and Franklin. The results of this study indicate that the implementation of PLP2B policies in Karawang district has been running but not optimal due to the inadequate number of agricultural extension workers, the change or rotation of officials involved in drafting regent regulations, the absence of derivative rules from PLP2B-related regional regulations governing the technical implementation of incentives and disincentives, as well as witnesses and a lack of budget in implementing programs that support PLP2B policies (Hudaya et al., 2023).

Based on the three previous studies cited above, researchers found several differences that are indeed interesting to study, including the unclear derivative policies of each region; other differences were also found in the theories and methods used. In this study, researchers found that implementing the LP2B Protection program policy was not optimal. Therefore, the researcher is interested in examining this problem titled "Implementation of Sustainable Food Agricultural Land Protection (PLP2B) Policy in Sukabumi City".

2.   Literature Review

Public Policy

Public policy includes government actions to address problems in society. Public policy includes decision-making and organizing activities in various development sectors to achieve national and public welfare goals (Panjaitan & Pardede, 2021). Public administration is a science that studies how to manage a public organization. Although both study organizations, public administration is different from management science: if management studies the management of private organizations, then public administration studies public or government organizations, such as departments and agencies, ranging from sub-district to central-level (Maulana et al., 2022). This study includes bureaucracy, formulating, implementing, and evaluating public policy, development administration, local governance, and good governance (Dinata, 2023; Luthfi & Naufal, 2023; Putra et al., 2023).

According to (Agustino, 2016), the policy is a public series of activities with a specific objective pursued and implemented by an individual or a group of actors involved in the issue or matter being considered. Policy is a public action aimed at achieving objectives proposed by an individual, group, or government within a specific environment in response to certain obstacles in pursuing the potential to achieve or fulfill desired goals (Meutia, 2017).

Policy Implementation

Implementation policy according from (Van Meter & Van Horn, 1975), refers to the activities by officials, private organizations, or individuals to achieve the objectives specified in policy decisions. Policy implementation often takes the form of laws, though it can also involve orders or rulings from judicial bodies. Implementation is even more crucial than policy-making; without execution, policies remain merely aspirations or well-intentioned plans stored away in archives (Meutia, 2017).

According to (Dunn, 2016)Policy models are beneficial and even necessary. They simplify problem systems (messes) by reducing complexity and making them manageable for policy analysts. Policy models can help distinguish between essential and non-essential aspects of a problem situation. They emphasize the relationships between critical factors or variables and help explain and predict the consequences of policy choices.

Implementation entails giving the tools to carry out a policy that may impact or result in a specific thing. The policy implementation model takes two approaches: top-down and bottom-up (Hidayat & Safitri, 2021; Jatmikowati et al., 2021). A top-down approach defines academics who apply the logic of thinking from above, with actions mapped downwards to determine the success or failure of adopting a policy. The top-down model is a paradigm the government implements for the people, in which participation takes the form of mobilization. The bottom-up

model, on the other hand, follows the logic of thinking from the bottom up and highlights two critical characteristics of policy implementation: the power structure of lower-level bureaucrats (street-level bureaucrats) and the policy target group (Putra & Wardhani, 2024; Syawal, 2023). The bottom-up model states that policies are initiated by the government but implemented by civil society. According (Van Meter & Van Horn, 1975), Policy implementation runs linearly from public policy, policy, and implementer to public policy performance. Several factors influence how public policy is implemented: policy size and objectives, resources, characteristics of implementing agents, attitude or tendencies of implementers, inter-organizational communication and activities of implementers, and the economic, social, and political environment.

Protection of Sustainable Food Agricultural Land

According to Law No. 41 of 2009 on protecting sustainable food agricultural land, sustainable food agricultural land (LP2B) refers to agricultural areas designated for long-term preservation. These lands are protected and consistently developed to ensure the production of staple foods, thereby supporting national food independence, security, and sovereignty. The availability of such sustainable food agricultural land is essential for national food security. This availability is closely linked to several factors, including 1) potential food agricultural land resources, 2) land productivity, 3) fragmentation of agricultural land, 4) scale of land tenure, 5) irrigation systems, 6) land rental rates, 7) land conversion, 8) farmers' income, 9) agricultural human resource capacity, and 10) agricultural policies.

Food security is the development of community resilience (regarding health, security, and welfare) through food, which also refers to community food security (Simanjuntak et al., 2023). The four dimensions of availability, access, choice, utilization, and stability are used by FAO

to categorize the conversation on food security. First, the food supply is related to availability and is influenced by trade, stock availability, and production levels. Second, access: a sufficient supply of food is related to access on a national and worldwide level. How each household can get food is discussed about pricing under the access heading—third, choice and utilization: Connected to dietary diversity and food processing options. Fourth, stability: Long-term intake, or how a household or individual may receive food in the long run, is related to stability.

3. Research Methods

The research employs a qualitative method with a descriptive approach, aiming to produce results that provide detailed insights. The results obtained can provide an overview and explore the facts in depth. Determination of informants in this study using nonprobability sampling technique with snowball sampling approach (Agus Sholahuddin, 2021). According to (Sugiyono, 2018), states that qualitative research methods are often referred to as naturalistic methods because the research is conducted in natural conditions (natural setting), the process of which is inductive. Inductive. In this method, narrative data is. Method This research method is used to obtain rich data and in-depth information about the issue or problem to be solved. Information about the issue or problem to be solved. Snowball sampling is a technique used to determine the sample in a study in which, at first, the number is small, then becomes large. The data collection techniques used in this study used two triangulation techniques to ensure data validity. Data validation uses source triangulation and technique triangulation. The stages of data analysis according to (Miles et al., 2014) Include data reduction, data presentation, and conclusion drawing.

4. Results and Discussion

The results of this study will be described using Donald S. VanMeter and Carl E. Van Horn's theory, which contains six dimensions of policy implementation. These include policy scope and objectives, resources, characteristics of implementing agents, implementers' attitudes and tendencies, inter-organizational communication and activities, and the economic, social, and political environment.

Policy Measures and Objectives

The LP2B Protection Policy in Sukabumi City has a primary target and objective: to protect agricultural land in the city of Sukabumi so that it does not experience excessive conversion. This LP2B Protection policy is divided into 2, namely LP2B, owned by the local government, which the government directly manages, and independent LP2B, where the community/farmers who own agricultural land in the city of Sukabumi can protect their agricultural land so that it remains by registering the land as sustainable food agricultural land by getting benefits from the government in the form of incentives for farmers and their agricultural land. Indicators of success are: In the next 18 years, the LP2B protection policy aims to determine the area of land to be protected so that it does not experience excessive conversion of agricultural land. However, in practice, it is difficult to control the growth rate of urban infrastructure that makes agricultural land shrink every year due to conversion to non-agricultural land, so efforts to increase food production in the form of rice from within the region still cannot run optimally.

Resources

Regarding financial resources for using funds, the Sukabumi Mayor Regulation No. 11 of 2018 has already implemented a regulation. The mechanism of the use of funds also affects the implementation process of LP2B protection in the city of Sukabumi by regulation. There is no incentive in the form of funds to farmers, but if what is realized in physical form in the form of fertilizers and seeds is not sufficient to meet the needs of agricultural businesses, the mechanism for using funds for LP2B protection, especially in

incentives, is not fully good. In this dimension, it is evident that resources play a crucial role in the success of implementation. If the implementers lack the necessary resources to support the policy execution, it can significantly affect the outcome. It will be one of the severe problems in the future to realize the achievement of policy objectives because resources are one of the indicators.

Implementing agent characteristic

The characteristics of the implementing agent reflect the attitude of each officer who implements the policy. This attitude can be a measure for policy implementers. The organizational structure, norms, and relationship patterns within the bureaucracy all influence the implementation of a program.

The standard operating procedures (SOP) of the organizational structure of the policy implementers and the SOP of LP2B protection are pretty structured, starting from the responsibilities of the implementers related to the fields they manage to the planning structure of the area that will be used as LP2B, then the stages of collecting data on the suitability of the area, analysis, and evaluation related to the determination of LP2B protection areas, to the stages of collaboration with government agencies, farmer organizations/associations to increase support related to LP2B protection in Sukabumi city. agent characteristics of the implementers The LP2B protection policy in Sukabumi city pays close attention to the applicable SOPs, from the organizational structure to the SOPs for the planning stages to the incentives provided.

Attitudes of implementers

Policy implementers must have an attitude based on the applicable rules when implementing policies to minimize various problems that may hinder the achievement of policy objectives. The attitude of implementers towards policy standards and objectives is critical, as well as their understanding of the overall objectives of the policy and the specific criteria that exist. Successful

implementation can be hampered if policy implementers do not strictly follow the policy. In this dimension, researchers want to know how the attitude of policy implementers toward implementing LP2B Protection in Sukabumi City. Implementers, from the government to farmers, can handle existing challenges and obstacles by implementing the best possible communication and problem-solving that improves the implementation of LP2B protection in Sukabumi City.

Inter-organizational communication and implementation activities

Communication is a critical factor that can influence the success of policy implementation. Effective policy implementation often hinges on how healthy communication is managed. A policy is highly dependent on policy implementers who understand their duties. According to Van Meter and Van Horn (1975:466), The significance of communication is evident in its role in practical implementation, where it is crucial that the individuals responsible for achieving program standards and objectives fully understand them. The Sukabumi City Food Security, Agriculture, and Fisheries Office has a strategy to ensure communication with organizations/offices involved in LP2B protection goes well, as well as with farmers in Sukabumi City DKP3 always establishes relationships through socialization in the form of technical guidance, as well as socialization that is still running to increase understanding in agricultural productivity. Coordination with other agencies uses informative and communicative methods. Also, it has a unique strategy to inform farmers about incentives provided by the government to farmers with the aim that more people want to participate in implementing LP2B Protection in Sukabumi City. In implementing LP2B Protection policies in Sukabumi City, there is good collaborative communication and coordination between agencies/organizations that follow their respective duties and roles. The relationship between

DKP3 and farmers was also established by conducting gradual socialization.

Economic, social, and political environment

Policy implementation cannot be separated from its external environment, encompassing the economic, social, and political context. This environment can indirectly have a good or bad effect on implementing public policies. Van Meter and Van Horn state that environmental factors need to be considered to determine the extent to which these factors support the success of a policy. An unfavorable social, economic, and political environment will have a bad influence and can cause failure in policy implementation. In this dimension, many obstacles occur regarding existing economic, social, and political environmental conditions. However, DKP3 tries to continue implementing LP2B protection by overcoming differences because every policy cannot satisfy all parties. However, the existing policy's purpose is to support the agricultural sector so that it can be guaranteed in the future. However, in practice, the economic conditions of farmers are pretty influential in land conversion because often the value of land rent from agriculture in Sukabumi city is lower than the use of the non-agricultural sector; it is because the income generated from agriculture tends to be small compared to other sectors or industries. Then, regarding social and environmental factors, the lack of interest of millennial farmers in running agricultural businesses certainly affects the agricultural sector's future if, indeed, millennial farmers' interest is lower than those of farmers aged 39 years and over.

5. Conclusion

Based on the research findings on implementing sustainable food agricultural land protection policies in Sukabumi City, it can be concluded that the dimensions related to policy scope and objectives are not being fully optimized; further efforts are needed to optimize the implementation of these policies. Supporting resources such as financial and budgetary resources are still a significant constraint. These limitations affect the registration quota in the independent LP2B Program and the volume of incentives the government can provide. Although the characteristics of LP2B Protection implementing agents show exemplary commitment and adherence to SOPs, periodic refinements are still needed to adjust to current regulations and situations. LP2B Protection implementers have shown excellent and communicative attitudes, supporting the program's planned implementation. Communication between organizations and implementing activities has been suitable, but periodic evaluation is needed to ensure optimal communication effectiveness. Economic, social, and political factors in Sukabumi City influence the success of LP2B Protection. The lower economic status of farmers compared to the non-agricultural sector, the lack of interest from millennial farmers, and the supportive political environment all influence the implementation of this policy. Despite commitments and efforts, LP2B protection in Sukabumi City still faces several key challenges that need to be continuously addressed to achieve the goal of sustainable agricultural land protection.

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