

Implementation of Sustainable Food Agricultural Land Protection Policy in South Tondano District, Minahasa Regency

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Abstract

This study aims to describe the implementation of sustainable food agriculture land protection policies in the South Tondano district, Minahasa Regency. This study uses a qualitative approach, with data collection techniques through observation, interviews, and documentation. The results showed that: 1) Socialization that was not optimal caused the community to not know the Policy for the Protection of Sustainable Food Agricultural Land. 2) Economic needs and population growth increase the need for residential land which causes people to build buildings in the LP2B referral area. 3) The Village Government does not act decisively and supports the expansion of settlements in Tataaran Village. 4) Violation of land conversion for sustainable food agriculture is the community's non-compliance with regulations as a result of lack of knowledge of policies. So the researchers suggest: 1) It is better for the government to carry out a thorough socialization to the community, not limited to the Village apparatus. 2) It is better for the government to provide solutions for people who do not have alternative options to build houses and places of business, as well as develop a more modern agricultural system so that young people are interested in working in agriculture. 3) It is better for the government as the implementer to have integrity in implementing a policy. 4) It is better for the government to provide regulations with heavier sanctions, for example in the form of fines for violating this regulation.

Keywords:

policy; implementation; sustainable; food agricultural; land

Introduction

Land is a strategic natural resource that supports development. Every physical development sector, such as the forestry sector, housing sector, industrial sector, transport sector, including the agricultural sector requires land. Indonesia alone has around 7.4 million hectares of raw paddy fields. Therefore, Indonesia is called an agricultural country because most of the Indonesian population works in the agricultural sector. Indonesia benefits from having abundant biodiversity, a large expanse of land, and a tropical climate that allows planting throughout the year. With this abundance of natural resources, Indonesia should be a prosperous country because the agricultural sector has an important role in efforts to improve the economy and fulfil food needs.

However, as the standard of living of the people increases, technology advances, and opportunities to create jobs are opened up by the development carried out by the government and even the community, the need for land also increases. Modern society is starting to leave agriculture as the main source of income and turn to opportunities that open up due to the impact of the development of society itself. In Tataaran 1 itself, based on initial observations made by researchers, people who own agricultural land see that agricultural activities on their land are less profitable than if they build boarding houses on their agricultural land. This is driven by the establishment of Universitas Negeri Manado in Tondano Selatan sub-district, so that the need for housing increases. This opened up business opportunities for people in Tataaran 1 Village, which is close to Universitas Negeri Manado. In addition, another thing that encourages people to convert their agricultural land is that they are not aware of policies related to the protection of sustainable food agricultural land. People think that they can use their agricultural land as they wish, even though there are regulations governing the utilisation of agricultural land, especially sustainable food agricultural land.

The need for land is increasing, while the availability and size of land is fixed. Population growth has an impact on the density of residential areas. People who do not have many choices of places to build their buildings begin to look at agricultural land to build on. This leads to land use change. The change from agricultural land use to non-agricultural land use is known as agricultural land conversion. Agricultural land conversion has increased from year to year. Agricultural land is converted for other needs such as housing, industry and so on. There will be many negative impacts arising from this land conversion action, not only affecting the State's economy, which threatens food security both on a regional and even national scale, but also has an impact on the environment which can cause flooding as a result of damage to the agricultural ecosystem. Given this, it is necessary to control the rate of conversion of agricultural land into non-agricultural land. One of the things that the government can do in an effort to control the conversion of agricultural land is to provide legislation that is able to guarantee the availability of sufficient agricultural land, prevent the uncontrolled conversion of agricultural land, and ensure the availability of agricultural land for farmers.

To control the rate of conversion of agricultural land to non-agricultural land, the Government has issued laws, including Law No. 41/2009 on the Protection of Sustainable Food Agricultural Land Article 44 (1) Land that has been designated as Sustainable Food Agricultural Land is protected and prohibited from being converted (*Undang-Undang Nomor 41 Tahun 2009 Tentang Perlindungan Lahan Pertanian*, n.d.). In line with that, the government of Minahasa Regency issued the Regional Regulation of Minahasa Regency Number 1 of 2014 concerning the

Regional Spatial Plan of Minahasa Regency Year 2014-2034 and stipulates in Article 29 (2) Food crop agricultural areas as referred to in paragraph (1) letter a, are located in Tondano and all sub-district areas with potential for the development of food crop cultivation (*Mengeluarkan Peraturan Daerah Kabupaten Minahasa Nomor 1 Tahun 2014 Tentang Rencana Tata Ruang Wilayah Kabupaten Minahasa Tahun 2014-2034*, n.d.). More details are regulated in Minahasa Regent Regulation No. 5/2017 on the Direction of Sustainable Food Agricultural Land and Protection of Sustainable Agricultural Land in the Districts of South Tondano, East Tondano, West Tondano and North Tondano Article 106 (3) Land conversion that has been designated as Sustainable Food Agriculture Land for public interest as referred to in paragraph (2) may only be carried out under the following conditions: a. a strategic feasibility study is conducted; b. a land conversion plan is prepared; c. the owner's ownership rights are released; and d. replacement land for the converted Sustainable Food Agriculture Land is provided. The location of Sustainable Food Agricultural Land according to the Minahasa Regent Regulation above is implemented in 4 Sub-districts in Greater Tondano with an LP2B model area of 1,255.63 Ha, including South Tondano Sub-district with an LP2B model area of 355.47 Ha, including agricultural land in Tataaran 1 Sub-district which must be maintained until 2037. With these regulations, it is expected to maintain the existing area of food agricultural land to realise national and regional food security.

One of the impacts that has begun to be felt by the community due to the conversion of agricultural land is the start of small-scale flooding in Kelurahan Tataaran 1, especially in residential areas adjacent to rice fields. Every time it rains with high intensity and long duration, the water in the rice fields will overflow into the gutters in the residential areas, even into the houses. This will certainly get worse if the conversion of agricultural land continues. The impact will not only target some communities, but the wider community will be affected.

The protection of Sustainable Food Agricultural Land aims to maintain its sustainability so that the benefits of the agricultural land can be felt by the community. To maintain the existence of Sustainable Food Agricultural Land, there needs to be systematic and sustainable efforts supported by the community itself so that the continuity of the benefits provided by agricultural land can be maintained and felt by future generations. If agricultural land is not managed properly, it will result in the disruption of the actual function of agricultural land and the availability of food for human needs.

So based on the background of the above problems, the researcher chose the research title, "Implementation of Sustainable Food Agricultural Land Protection Policy in South Tondano District, Minahasa Regency".

Methods

This research uses a qualitative approach. Qualitative research places more emphasis on the process of searching for meaning, disclosing the meaning, behind the phenomena that arise in research, with the aim that the problems to be studied are more comprehensive, in-depth, natural and as they are and without much interference from researchers to the facts that arise. Qualitative methods are used to obtain more in-depth data, namely obtaining data based on facts in the field, which are experienced, felt, and thought by participants / data sources. The instrument in qualitative research is the researcher himself. Therefore, the researcher as an instrument must also be validated as to how far the qualitative researcher is ready to conduct further research (Lumingkewas, 2018).

According to Moleong, qualitative research is a research procedure that produces descriptive data in the form of written or spoken words from people and behaviour that can be observed. The reason researchers use a qualitative approach in this study is to be able to explore deeper information related to existing problems (Moleong, 2017). By using this approach, researchers can understand the problem by looking at the situation and conditions found in the field. Thus, the research aimed to describe the Implementation of Sustainable Food Agricultural Land Protection Policy in Tataaran 1 Village, South Tondano District, Minahasa Regency. This research is focused on the implementation of the Sustainable Agricultural Land Protection policy in Tataaran I Village, South Tondano District, Minahasa Regency related to the conversion of sustainable food agricultural land in this case the cause of Sustainable Food Agricultural Land in Tataaran 1 Village switching functions, which is seen from the research sub-focus, namely: 1) Knowledge of Policy, 2) Economic and Demographic Conditions, 3) Attitudes of Officials, and 4) Compliance with Policies (*Undang-Undang Nomor 41 Tahun 2009 Tentang Perlindungan Lahan Pertanian*, n.d.).

The researcher took the research location in Tataaran 1 Village which is included in the Sustainable Food Agricultural Land area with data collection conducted at the Regional Development Planning, Research and Development Agency of Minahasa Regency, the Public Works and Spatial Planning Agency of Minahasa Regency, the Agriculture Agency of Minahasa Regency, the Investment and One-Stop Integrated Service Agency of Minahasa Regency, the National Land Agency of Minahasa Regency, and the Civil Service Police Unit of Minahasa Regency.

The informants are the Head of the Village, the Head of the Neighbourhood, the Community of Agricultural Landowners, the Head of the Agricultural Facilities and Infrastructure Division of the Agriculture Office of Minahasa Regency, the Head of the Economic Division of the

Regional Development Planning, Research and Development Agency of Minahasa Regency, the Head of the Irrigation, River and Beach Development Section of the Public Works and Spatial Planning Office of Minahasa Regency, the Head of the Integrated Licensing Services Division of the Investment and One-Stop Integrated Services Agency of Minahasa Regency, the Head of the Regional Law Enforcement Division of the Civil Service Police Unit of Minahasa Regency.

The data collection process includes observation, interview, and documentation. Then through the data analysis process starting from data reduction, data presentation, and finally conclusion drawing (Sugiyono, 2019).

Results and Discussion

As mandated in the 1945 Constitution of the Republic of Indonesia, food agricultural land is part of the earth as a gift from God Almighty that is controlled by the state and used for the greatest prosperity and welfare of the people. Therefore, its utilisation cannot be arbitrary, there must be a law that regulates it. Therefore, the government enacted Law No. 41 Year 2009 on the Protection of Sustainable Food Agricultural Land.

In Minahasa Regency itself, especially agricultural land in the Districts of South Tondano, East Tondano, West Tondano and North Tondano is decreasing due to the conversion of agricultural land into non-agricultural functions, so it is feared that it will hamper the Minahasa Regency Government in striving for the realisation of food independence, security and sovereignty in the region in order to support national food needs. Based on these considerations, the Government of Minahasa Regency deems it necessary to stipulate regulations that support Law No. 41 of 2009 on the Protection of Sustainable Food Agricultural Land. Based on this law, Regulation of the Regent of Minahasa No. 5/2017 on the Direction of Sustainable Food Agricultural Land and Protection of Sustainable Food Agricultural Land in the Districts of South Tondano, East Tondano, West Tondano and North Tondano is stipulated. This regulation aims to protect food agricultural land in a sustainable manner; guarantee the availability of food agricultural land in a sustainable manner; realise food independence, security and sovereignty; increase the prosperity and welfare of farmers and the community; increase the protection and financing of farmers; maintain ecological balance; and realise agricultural revitalization (Larios-Francia & Ferasso, 2023).

Article 106 of Minahasa Regent Regulation No. 5/2017 on the Direction of Sustainable Food Agricultural Land and Protection of Sustainable Food Agricultural Land in the Districts of South Tondano, East Tondano, West Tondano and North Tondano paragraphs 1, 2 and 3 reads as follows: (1) Land that has been designated as Sustainable Food Agricultural Land is protected and

prohibited from being converted; (2) In the case of public interest, Sustainable Food Agricultural Land as referred to in paragraph (1) may be converted, and shall be carried out in accordance with the provisions of laws and regulations; (3) The conversion of land that has been designated as Sustainable Food Agricultural Land for public interest as referred to in paragraph (2) may only be carried out under the following conditions: a. a strategic feasibility study is conducted; b. a land conversion plan is prepared; c. the ownership rights are released from the owner; d. replacement land for the converted Sustainable Food Agricultural Land is provided. Although this is regulated in the Law and Regent Regulation, in reality, researchers found different things. Some agricultural land in Kelurahan Tataaran 1 has been converted into private residences and boarding houses. It was found that these buildings did not have permits (IMB) (*Peraturan Bupati Minahasa Nomor 5 Tahun 2017 Tentang Arahan Lahan Pertanian Pangan Berkelanjutan Dan Perlindungan Lahan Pertanian Pangan Berkelanjutan Pada Kecamatan Tondano Selatan, Tondano Timur, Tondano Barat Dan Tondano Utara*, n.d.).

The increasing phenomenon of conversion of agricultural land to non-agricultural land indicates that the implementation of the policy on the protection of Sustainable Food Agricultural Land is not going well. Various negative impacts can arise from this, ranging from the disruption of natural ecosystems that can cause natural disasters such as floods, to impacts that can be felt on a national scale, namely threatening food security. There are several things that affect the conversion of agricultural land into non-agricultural land, including the rapid increase in population growth which is in line with the need for land, economic needs that make people convert their agricultural land into a place of business that is more profitable than farming, public ignorance about the policy of protecting Sustainable Food Agricultural Land, and so on.

Seeing the various problems that exist related to Sustainable Food Agricultural Land, it is fitting that the government as a policy implementor pays special attention, and even the community has the awareness to be able to work together with the government to realise the objectives of this policy which in the end is intended for the common good.

Based on the research focus, the following are the findings of researchers in the field:

a. Knowledge of Policy

Knowledge about the policy referred to in this indicator, namely how this policy is socialised to the community and the extent to which the community understands this policy. The socialisation in question, namely the extension activities carried out by the implementor in order to provide information to the public about the sustainable food agricultural land protection policy.

Public Policy is made by government officials for predetermined goals. Goals will be achieved if decision makers understand exactly what they have to do through accurate communication and are understood by policy implementers. Not only by implementors, but implementors must also be able to provide an understanding of the objectives and content of the policy itself to the community as a policy target so that the policy can be implemented in accordance with what is expected. Therefore, efforts are needed to make people know and even understand a policy, and what the government can do is to provide socialisation to the community as a policy target. Policy socialisation needs to be conveyed to policy actors, so that policy actors can know, understand what is the purpose, objectives, and targets as well as the substance of the public policy. The socialisation referred to here is an extension activity carried out by officers in order to provide information to the community about the protection of sustainable food agricultural land (Dilapanga et al., 2019).

Based on the findings obtained, it can be concluded that the socialisation carried out by the government is not optimal, it only reaches the Kelurahan to the Kelurahan officials and is not forwarded to the community so that the community does not know about this policy. So it is actually the duty and responsibility of the Kelurahan, including Kelurahan officials, as part of the policy implementers closest to the community to continue socialising this policy to the community. As a result of non-optimal socialisation, in the field researchers found that the community did not know about the sustainable food agricultural land protection policy. When asked whether there had been any socialisation related to this policy, the community informants answered that they did not know and that it was the first time the informants had heard about the policy on sustainable food agricultural land. This led the community to assume that it was not a problem to construct buildings on agricultural land, especially if the agricultural land belonged to them. People who do not know think that because the land belongs to them, the right to use the land for whatever purpose is in their hands as landowners. However, living in a country of law, every aspect of life in this country is regulated by laws and their derivatives.

Then when researchers interviewed the Kelurahan government by asking whether there was any socialisation about this policy, researchers received uncertain answers. The informant of the Tataaran I Village government answered that he did not know for sure whether and when the socialisation of the sustainable food agricultural land protection policy had been carried out.

Ignorance of this policy is one of the causes of people converting the function of sustainable food agricultural land in Tataaran 1 Village, causing the Minahasa Regent Regulation No. 5/2017 on the Direction of Sustainable Food Agricultural Land and Protection of Sustainable Food Agricultural Land in the Districts of South Tondano, East Tondano, West Tondano and North

Tondano to not be well realised and not running effectively. Non-optimal policy implementation is the result of communication that does not go well (*Peraturan Bupati Minahasa Nomor 5 Tahun 2017 Tentang Arahlan Lahan Pertanian Pangan Berkelanjutan Dan Perlindungan Lahan Pertanian Pangan Berkelanjutan Pada Kecamatan Tondano Selatan, Tondano Timur, Tondano Barat Dan Tondano Utara, n.d.*).

It is very important for the community, even the government to understand the policy. If policy targets and policy implementers understand existing policies, then the policy implementation will be successful.

b. Economic and Demographic Conditions

The next indicator that encourages the conversion of sustainable food agricultural land is economic and demographic conditions. Ongoing development affects every aspect of human life. Population growth runs parallel to the need for land as a place for settlement. This is one of the causes of the community to change the function of sustainable food agricultural land.

Based on the results of research conducted by researchers through interviews, it was found that people who erect buildings on sustainable food agricultural land make the buildings not only as private residences, but also business places in the form of boarding houses for rent. This is because Kelurahan Tataaran 1 is close to the Universitas Negeri Manado area, resulting in population transmigration to Kelurahan Tataaran 1 where many students are looking for temporary housing or boarding houses while they complete their studies at Universitas Negeri Manado. Seeing this opportunity, the community took the opportunity to open a boarding house business. The community argues that the converted agricultural land is agricultural land that is no longer productive and has been used as plots for settlements. In fact, based on observations made by researchers in the field, other agricultural land around agricultural land that has been converted is still productive, there are no obstacles at all as evidenced by the land that is still planted with rice. Based on an interview with informant "FP" as the Section Head of Irrigation, River and Beach Development of the Public Works and Spatial Planning Office of Minahasa Regency, he stated that as an effort to protect sustainable food agricultural land, the government, in this case the PUPR Office, has facilitated agricultural land including in Tataaran 1 Village with a good irrigation system with the hope that it can be developed to maintain the availability of agricultural land. However, in reality this was not done (Purwanto & Sulistyastuti, 2012).

Furthermore, what researchers found in the research process was that along with the development of increasingly modern times, people began to leave traditional jobs such as farming. When interviewed about the reasons for selling their farmland, one informant from Kelurahan Tataaran I who owns farmland replied that it is difficult to farm nowadays. The income

received from harvesting rice is not much and you have to wait months to get the results. One of the reasons is that rice is mostly eaten by bird pests because the planting season is no longer simultaneous. In the past, farmers planted and harvested rice in close proximity, so that when the harvest period was approaching, many farmers would work together to protect their rice fields from bird pests.

Based on an interview with informant "DL", the Head of Tataaran 1 Village, the informant stated that although many people in Tataaran 1 Village are registered as farmers, most of these people own motorised vehicles and work as conventional ojek and online ojek drivers, not as farmers. This is due to the rapid development of the times and the fact that working as an online motorbike taxi driver is a bigger and faster income than working as a farmer who has to wait a long time and only gets results after the harvest period. It turns out that the reported employment data does not match the existing facts. And in this day and age, there are only a few people who work as farmers, especially in Tataaran 1 Kelurahan. There is no regeneration, young people prefer office jobs. That's why agricultural land is starting to be abandoned, making it unproductive.

The next finding related to the second indicator is that the converted agricultural land is land that has been passed down from parents to their children. As stated by informant "MT" as the Head of Neighbourhood in Kelurahan Tataaran 1 during the interview, the informant stated that people build on sustainable food agricultural land because there is no other choice of place for them to build a house. Their parents only left them agricultural land and they could not manage the land, so they converted the agricultural land into houses to live in. It is also because land in urban areas costs much more than the cost of building on existing farmland.

c. Attitude of Officials

If the implementation of a policy is to be effective, the policy implementers must not only know what to do, but also have the ability to carry it out, what is the attitude of the government, is it committed, and must be communicative about existing problems. What researchers found in the research process related to the disposition/attitude of policy implementers is that the government does not act firmly against violations of this policy. From the results of interviews conducted by researchers with informant "MT" as the Head of the Neighbourhood in Tataaran 1 Village, the informant stated that in Tataaran 1 Village there had never been any supervision, let alone prosecution of the conversion of sustainable food agricultural land. That is why the phenomenon of conversion of sustainable food agricultural land in Tataaran 1 Village continues, because the community considers that it is not a problem to build buildings on agricultural land as long as the agricultural land belongs to them. And still from the statement of informant "MT",

it was found that on the path between the lorong roads in one of the Neighbourhoods in Tataaran 1, there is an access road that connects the main road with the agricultural land area that has begun to be converted. This is a green light or a sign that the government supports the expansion of community settlements to agricultural land areas, so that the community is more encouraged to carry out development in agricultural land areas because they feel facilitated by the government with the construction of roads (*IMPLEMENTASI KEBIJAKAN PUBLIK & EVIDENCE-BASE POLICY - Google Books*, n.d.).

Furthermore, in relation to the first finding, based on the statement made by informant "DL" as the Head of Tataaran 1, the informant said in the interview that the expansion of development has a good impact on the Kelurahan. The informant also confirmed that agricultural land in Tataaran 1 that is no longer productive has been used as plots for housing. Based on this statement, it appears that informant "DL" supports development in Kelurahan Tataaran 1, including on sustainable food agricultural land. It is true that the expansion of development in areas directed according to the RTRW for housing is good, and even provides a good income for the Kelurahan. But it would be different if the target of development expansion was sustainable food agricultural land. There will be many negative impacts. Starting from flooding, damage to agricultural ecosystems, and even threatening regional food security which will affect national food security.

The Kelurahan government as part of the policy implementer should carry out its duties in conveying or socialising the policy, supervising and reporting if there are violations of the policy, instead of allowing violations to occur on the pretext that the expansion of development is good for the Kelurahan.

In carrying out its responsibilities as a policy implementer, the government should have commitment and integrity. If implementers do not carry out their duties properly, then policy implementation will not be successful.

d. Policy Compliance

Compliance is an attitude or value that exists within each individual. Obedient means obeying what is ordered or obeying something that is ordered not to be done. Compliance is an attitude that usually arises in response to a law or regulation that applies. To create order, compliance must be owned by every individual. It can be said that community compliance is an indicator that determines the success of a policy implementation.

Regarding the fourth indicator, namely compliance with policies, researchers found that with the conversion of agricultural land, it can be concluded that this is an act of community non-compliance with the policy of protecting sustainable food agricultural land. This non-compliance

stems from the lack of public knowledge about the sustainable food agricultural land protection policy. The lack of public knowledge related to the policy is also the result of non-optimal socialisation by the government. Based on the interview conducted with informant "JT" as the Head of the Economic Division of the Regional Development Planning, Research and Development Agency of Minahasa Regency, he stated that for the successful implementation of this policy, the government must also think of solutions for people who have no other land other than agricultural land to be used as a place to build a house or a place of business. If in the future the government will take firm action against this policy, for example normalising sustainable food agricultural land areas in accordance with their original functions, then the government must prepare land as a relocation site for people who have already built buildings in sustainable food agricultural land areas.

To realise compliance with this policy, the government must also provide regulations with strict sanctions. Fines should be imposed for violations, for example, so that people are encouraged to comply with this policy. It is not only the community that is expected to comply with this policy. But the government as the policy implementer must also comply. The obedience in question is to do its job optimally, both when planning, socialising, implementing, supervising, taking action against violations, and evaluating this policy (Abdal, 2015).

The final conclusion in this focus shows that the Implementation of Sustainable Food Agricultural Land Protection Policy in Minahasa Regency is influenced by indicators of knowledge about policies, economic and demographic conditions, apparatus attitudes, and compliance with policies. If these four indicators support and are carried out properly, it can be said that the Implementation of Sustainable Food Agricultural Land Protection Policy in Minahasa Regency can run well and can handle public problems that occur, especially specifically regarding the conversion of food agricultural land in South Tondano District.

Conclusion

Based on the discussion above, it can be concluded that the Sustainable Food Agricultural Land Protection Policy in the South Tondano District of Minahasa Regency has not been implemented properly due to the following matters:

1. Non-optimal socialisation has caused the community to be unaware of the Minahasa Regent Regulation No. 5/2017 on the Direction of Sustainable Food Agricultural Land and Protection of Sustainable Food Agricultural Land in the Districts of South Tondano, East Tondano, West Tondano and North Tondano.

2. Economic needs and high population growth increase the need for residential land which causes people to build buildings in LP2B direction areas, especially in Tataaran 1 Village.
3. The Kelurahan Government does not act decisively and support the expansion of settlements in Kelurahan Tataaran 1.
4. Violation of the conversion of sustainable food agricultural land is the community's non-compliance with regulations as a result of a lack of knowledge of the policy.

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