



Government Policy on Sustainable Food Agricultural Land Protection in Samarinda City of East Kalimantan Province

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Abstract: This study departs from the problem of implementing the policies of the East Kalimantan Provincial Government regarding the protection of sustainable agricultural land in Samarinda City, the factors that hinder the implementation of the East Kalimantan Provincial Regulation on the protection of sustainable agricultural land in the Samarinda City, and the implementation model of the East Kalimantan Provincial Regulation on land protection. Suitable sustainable agriculture in Samarinda City. The research approach method used in this research is phenomenology, involving informants from public officials, government bureaucrats, regional implementing organizations, and the Head of the Mainstay Farmers and Fishermen Contact Group of Samarinda City. Data was collected by means of in-dept interview, Documentation, and Observation categories. The findings of the study are that topography, land use change, economic and social factors in the city of Samarinda are the causes of delays in policy implementation. The logical consequence is the implementation model of the Regional Regulation of the Province of East Kalimantan on Sustainable Food Agricultural Land in the City of Samarinda, the main thing is the preparation of the Regional Regulation of the City of Samarinda on the protection of sustainable agricultural land. guidance to Farmers in Samarinda City and detention of Rice Field Land Certificates not to be converted to other land, and if it is urgent to be converted, it is necessary to have regulations governing the exchange of land with the same area and function as the converted land.

Keywords: Implementation of Government Policy, Sustainable Food Agricultural Land Protection, Samarinda City, East Kalimantan Province

1. Introduction

The role of the agricultural sector for the economic development of the Indonesian nation is still very important because it can support the formation of GDP (Gross Domestic Product), the creation of job opportunities, increasing people's income and earning foreign exchange. The role of the agricultural sector in a comprehensive manner is also seen as providing food for the community so that it is strategically capable of creating food security which is closely related to socio security, economic stability, political stability and security or national security; and the role in the provision of environmental services [1]. Land is a rare natural resource because the amount does not increase, but the need for land is always increasing. Agricultural land is a basic resource in the context of sustainable agricultural

development, especially in conditions where most of the business fields still depend on land-based farming patterns. For the Indonesian people who are agrarian, agricultural land has a strategic role and function because there are a large number of Indonesians who depend on the agricultural sector for their livelihood. Thus, land has not only economic value, but also social, even religious value.

The conversion of agricultural land is a threat to the achievement of food security and sovereignty. Land conversion has serious implications for food production, the physical environment, and the welfare of agricultural and rural communities whose livelihoods depend on land. So far, the conversion of fertile agricultural lands has not been matched by integrated efforts to develop agricultural land through the creation of potential new agricultural land. In revitalizing agricultural development, it is stated that it is

necessary to provide 15 million ha of eternal wetlands to meet national food needs. Meanwhile, currently the area of wetlands that have been used, especially wetlands, is only around 7.8 million ha. On the other hand, the conversion of paddy fields every year is around 110,000 ha and the rate of printing of paddy fields financed by the Government and Regional Government is around $40,000 \pm 50,000$ ha per year. So on a macro basis there is a deficit of rice fields every year around 60,000 ha [2].

Considering the problem of the conversion of agricultural land for food, especially agricultural land (paddy fields) to non-agricultural land, where land conversion occurs every year. In line with that, efforts to build food security and sovereignty to realize people's welfare are very important things to be realized. In order to realize food security and sovereignty, it is necessary to carry out sustainable agricultural development, most of which are still dependent on land-based agriculture.

As mentioned above, there are several regions in Indonesia that are very rich in natural resources. One of them is Samarinda City, East Kalimantan Province. Samarinda City is the capital of East Kalimantan Province. Samarinda City is directly adjacent to KutaiKartanegara Regency which is one of the regencies rich in natural resources and is one of the regions that contributes a lot of foreign exchange to the Unitary State of the Republic of Indonesia (NKRI). The area of Samarinda City is 718.00 km² and is located between 117003'00" East Longitude and 117018'14" East Longitude and between 00019'02" South Latitude and 00042'34" South Latitude. [3].

Since the end of 2010 the city of Samarinda has been divided into 10 sub-districts, namely the sub-districts of Palaran, Samarindallir, Samarinda Kota, Sambutan, SamarindaSebarang, Loa JananIlir, Sungai Kunjang, Samarinda Ulu, North Samarinda and Sungai Pinang. Meanwhile, the number of villages in the city of Samarinda is 53 villages.

With the increasing population, economic and industrial growth which can result in the conversion of sustainable food agricultural land, the East Kalimantan Provincial DPRD and the East Kalimantan Governor stipulate East Kalimantan Provincial Regulation Number 1 of 2013 concerning Protection of Sustainable Food Agricultural Land as a legal umbrella for sustainable protection of agricultural land in East Kalimantan. Then in 2016 East Kalimantan Province Regional Regulation Number 13 of 2016 concerning Amendments to East Kalimantan Province Regional Regulation Number 1 of 2013 concerning the Protection of Sustainable Food Agricultural Lands was stipulated. Especially for the Samarinda City area, there is no Samarinda City Regional Regulation that regulates the Protection of Sustainable Food Agricultural Land in Samarinda City, so it is still using the East Kalimantan Provincial Regulation as its legal. [4].

The spread of the corona epidemic has not subsided, making a number of countries worried that it will have an impact on the food crisis. This has led to restrictions on the

export of food commodities from producing countries, especially rice. How the Samarinda city government guarantees food stocks are safe, the countries of Thailand, Vietnam, and India have indeed held back food product exports for fear that the pandemic will still be over. But the food surplus forced these countries to export. Vietnam, for example, reduced rice shipments to Indonesia during January-March 2020. The world's number two rice exporter only increased its export quota to 400 thousand tons in April 2020. Then added another 100 thousand tons, to reach 500 thousand tons a month later, including cities Samarinda who have not been able to self-sufficient in food. [5].

A policy is expected to change people's lives, both welfare and community participation in decision making. A policy should generally consist of what the policy is, how the policy process is implemented and an evaluation of the policy which will later find its social and economic impact. This study is important and interesting to do, because there has never been such writing in the city of Samarinda.

From the background described above, the authors are interested in conducting research with the following problems: How is the implementation of the policies of the East Kalimantan Provincial Government regarding the protection of sustainable agricultural land in Samarinda City? What are the factors that hinder the implementation of the East Kalimantan Provincial Regulation on the protection of sustainable agricultural land in Samarinda City? What is the implementation model for the East Kalimantan Provincial Regulation regarding the protection of sustainable agricultural land in Samarinda City?

2. Agricultural Development

The agricultural sector is closely related to other economic sectors such as the industrial sector, the public works sector, the trade sector, and so on. To accelerate the development process requires simultaneous improvement in almost all existing sectors. Economic development that gives priority to the agricultural sector is a policy line that has become popular since the early 1960s. However, before the 1960s, agriculture was considered a passive sector in economic development, as a binder and supporter of another, more active and more dynamic sector, namely the industrial sector.

In much of the literature at that time the role of agriculture was only as an unlimited source of energy with zero marginal productivity. Besides that, agriculture is considered to provide very cheap raw materials for the industrial sector. In such circumstances, the policy that is considered appropriate is one that can create a more favorable exchange rate for the industrial sector. For example, Russia and India, as examples of countries that prioritize the industrial sector, have not yet been able to balance industrial and agricultural development. The agricultural sector is still lagging behind in its development. According to Rostow (1965) the development process is divided into 5 stages, namely 1. Stages of the traditional economy: a. The agricultural sector plays an important role; b. The technology is not yet developed; c,

Subsistence agricultural products; d. Mastery of resources is influenced by family relationships, 2. Pre-conditions for take-off: a. It is a transitional stage from an agrarian society to an industrial society; b. The agricultural sector began to be accompanied by industrial development; c. Financial institutions grew rapidly and there was massive investment in the industry; d. Industrialization requires the fulfillment of the conditions for the availability of transportation infrastructure or infrastructure; e. The development of agricultural technology to meet the growing urban population, 3. The take-off stage, defined as 3 interrelated conditions, namely: a. Increase in the rate of productive investment between 5-10% of national income; b. The development of several important industrial sectors; c. Stability of political and social conditions, 4. Stage Towards maturity, marked by the effectiveness of technology supported by: a. Changes in the workforce from uneducated to educated; b. Shift from hard worker to technological managerial, 5. High Mass Consumption Stage: a. The realization of the welfare-state; b. Increased consumption patterns. [6].

According to Rostow, in the first stage of economic growth (traditional society) the position of agriculture plays an important role, but as it progresses to the next stage, the position of agriculture and its role is diminishing. This is due to the emergence of new ideas from society, such as: 1) Assessment based on specialization, not only in agriculture, transformation from the agricultural sector to other sectors; 2) The emergence of an entrepreneurial spirit that is engaged not only in agriculture; 3) More effective and efficient at work, resulting in reduced labor in agriculture due to the use of technology. As a result, workers move to other sectors, such as non-agricultural industries.

Agricultural growth in Indonesia has a very important role in economic development. History shows that agricultural development is a prerequisite for progress in the later stages of development. Because agriculture is related to various aspects of the Indonesian economy, agricultural development is a major determinant of rural economic growth. Thus, agricultural development becomes an essential part of efforts to reduce poverty in both rural and urban areas. Indonesia as an agricultural country must not abandon its agricultural potential, but by changing the primitive to modern mindset, starting with education and government policies, agriculture can play an important role again. Basically, the success of an agricultural development requires several conditions or pre-conditions which for each country or region vary greatly. The pre-conditions include technical, economic, socio-cultural and so on,

3. Public Policy Implementation

According to Mazmanian and Sabatier (1983) [7] policy implementation is an effort to implement decisions. Several experts introduced models of public policy implementation, namely:

1. Model introduced by Donald Van Meter with Carl Van Horn (1975). [8].

2. The model introduced by Daniel Mazmanian and Paul A. Sabatier (1983). [9].
3. Models Brian W Hoogwood and Lewis A. Gun (1978). [10].
4. Grindle Model (1980). [11].
5. Model compiled by Elmore (1979), Michael Lipsky (1971), and Benny Hjern and David O'porter (1981). [12].
6. Model George C Edward III (1980). [13].

After understanding the six policy implementation models above, the accompanying question is which model is the best to use. Nogroho (2003) admits that there is no best model. But each type of public policy requires a different model of policy implementation. Thus, to choose the best model one should consider the "four right" principle. First, it concerns the answers to the following questions: 1. Is the policy itself correct? This accuracy can be assessed from the extent to which existing policies contain things that actually solve the problem to be achieved; 2. Has the policy been formulated in accordance with the character of the problem to be solved; 3. whether the policy is made by an institution that has the authority (institutional mission) in accordance with the character of the policy. [14].

There are three institutions that can be implemented, namely the government, cooperation between the government and the public/private sector, or the implementation of policies that are privatized (privatization or contracting out).

Third right, is right on target. The accuracy of this target relates to 3 things, namely: 1. Is the intervention target as planned? Is there no overlap with other interventions? or does not conflict with other policy interventions; 2. Is the target ready for intervention or not; and 3. Is the policy implementation intervention new or an update to the previous policy implementation?

The fourth right, is the right environment. There are two most decisive environments, namely the policy environment and the external environment.

4. Research Procedure

This research was conducted based on research problems, namely the implementation of government policies regarding the protection of sustainable food agricultural land in Samarinda City using the Regional Regulation of East Kalimantan Province Number 13 of 2016. The research approach used in this research is phenomenology. Informants in this study include: Deputy Governor of East Kalimantan Province; Head of Baperda of East Kalimantan Province; Head of OPD Department of Food, Food Crops and Horticulture, East Kalimantan Province; Head of the Agrarian and Spatial Planning Service/National Land Agency (ATR/BPN) of East Kalimantan Province; Deputy Mayor of Samarinda City; Head of the Samarinda City Agriculture Service; Head of Baperda Samarinda City; Head of the Agrarian and Spatial Planning Service/National Land Agency (ATR/BPN) of Samarinda City; and the Head of KTNA

(Massage Farmers and Fishermen Contact Group) Samarinda City. Data was collected by means of interviews with the categories of in-dept interview, documentation, and observation. The data was then analyzed systematically with descriptive analytical techniques, descriptive evaluative.

5. Government Policy on Sustainable Food Agricultural Land Protection

In addition to this, the social, economic and cultural conditions of the people of Samarinda City that must be considered by all parties, especially the Regional Government of Samarinda City, are the conversion of agricultural land to other uses/functions which also has a major influence on food availability in Samarinda City.

The need for food consumption in Samarinda City if calculated using the national standard of needs, namely multiplying the need for rice per capita per year by the total population, it will obtain a figure of rice needs of 113 kg per capita per year. So far, most of the food supply for the people of Samarinda City, especially rice, still relies on outside the island of Kalimantan, especially from East Java and South Sulawesi. From the results of the calculation of the food security formula, the amount of rice production in Samarinda City is still below the expected standard. This is because the community has not been able to properly manage the agricultural sector, as well as the Samarinda City Government which has not fully implemented its food agriculture program due to various kinds of obstacles.

The implementation of the policy of the East Kalimantan Provincial Government regarding the protection of sustainable agricultural land in the City of Samarinda is carried out with the Regional Regulation of the City of Samarinda concerning the Protection of Sustainable Food Agricultural Land which regulates the authority of the Regional Government of the City of Samarinda in the agricultural sector. This is in accordance with a statement from Firman Ariefiansyah Singagerda, as Head of the Agrarian and Spatial Planning Service/National Land Agency (ATR/BPN) of Samarinda City which stated that the LP2B is to secure agricultural land so that in the long term it does not change its function for at least 5 years, it is necessary to make a regional regulation that will secure agricultural land which will later be synchronized with the Samarinda RTRW. [15].

The factor that hinders the implementation of the Regional Regulation of the Province of East Kalimantan regarding the protection of sustainable agricultural land in the City of Samarinda is the Topography factor of the City of Samarinda. Samarinda City soil fertility is one of the reasons for the underdevelopment of agricultural land. Not all land in the sub-district area is suitable for planting rice due to high soil acidity and flood problems faced by the average sub-district in the city of Samarinda. Although it is not suitable for planting rice, there are still many other potential crops that can be a mainstay to be developed such as corn, soybeans,

and secondary crops. However, all of this potential must still be balanced with agricultural land, especially rice fields because the staple consumption of the people of Samarinda City is still rice. Utilization of agricultural land in Samarinda City has not been carried out optimally due to several obstacles faced by local governments, related agencies and the community, including:

1. In general, the shape of the city of Samarinda is quite evenly distributed between areas with flat, choppy, wavy, and hilly topography with a land slope of 2 to 25%. This condition demands a high diversity in the context of technological input in land management for agriculture, especially food agriculture.
2. Most of the level of land carrying capacity, especially the level of soil fertility from chemical properties, is relatively small for the development of agricultural commodities for food crops and horticulture, such as low pH, acid soil reactions, and low content of main nutrients such as Nitrogen, Phosphorus and Potassium, low CEC.
3. Most of the existing potential lands for the development of food agriculture and horticulture have not been worked out.
4. The occurrence of land conversion is quite high, especially potential agricultural lands into urban development areas such as residential areas, industries, and others.

Another factor is the social and economic factors that exist in Samarinda City. Samarinda City as the capital of East Kalimantan Province has a fairly high population growth. Although the city of Samarinda is not an agricultural area, it has a fairly wide agricultural land and is spread over most of its rural areas. The land has great potential for the development of food agriculture, but there are several social and economic problems that hinder it, including:

1. There is still a limited number of drivers of agricultural development willing to be involved in a participatory manner.
2. The level of skills and knowledge of the agricultural community is still lacking in terms of advanced/modern agricultural cultivation patterns.
3. Making agricultural activities not the main source of income for the agricultural community.
4. The level of managerial ability of farmers in managing their farming business is still low.
5. The technical irrigation network system has not yet been developed in several areas for food crop and horticulture cultivation.
6. The limited number of existing agricultural tools and machinery compared to the planted area.
7. Insufficient number of agricultural seed centers or seed breeders, especially food crops, which can be the main source of providing superior seeds.
8. Agricultural institutions such as P3A and Farmer Groups have not been able to carry out their functions and roles optimally so that they have an impact on the pattern of farming management.

9. Undeveloped marketing institutions for agricultural cultivation, both government and private institutions in Samarinda City.
10. Limited number of harvest processing facilities.
11. Not yet developed industrial network processing agricultural products.
12. Limited capital of farmers in the context of moving their farming activities.
13. The perception of farmers is still low in the context of sustainable use of natural resources so that the land management pattern is without adequate technological input or input for production inputs.
14. The pattern of land ownership and tenure in some development areas in Samarinda City still often overlaps which can lead to conflicts of interest.

From the various factors above, the model for implementing the East Kalimantan Provincial Regulation regarding the protection of sustainable agricultural land in Samarinda City is to apply a land-based agricultural pattern. protection of agricultural land so that agricultural products in East Kalimantan can remain sustainable and can still provide benefits to the people of East Kalimantan, prevent food from possible biological, chemical and other pollution that can interfere, harm and endanger human health, it is necessary to have a Regional Regulation which specifically regulates protection in Samarinda City so that it can provide guarantees and legal certainty in the administration of agriculture in the Samarinda City area, providing guidance and supervision to farmers or farming groups in Samarinda City. Guidance for Farmers in Samarinda City and detention of Rice Field Land Certificates not to be converted to other land, and if it is urgent to be converted, it is necessary to have regulations governing the exchange of land with the same area and function as the converted land (especially rice fields).

The Samarinda City Government must also make efforts to keep the existing agricultural land in Samarinda City or if possible increase in size. If there is a land conversion, it is hoped that the replacement land will continue to function as agricultural land so that the agricultural area in Samarinda City does not decrease.

6. Conclusion

Based on the explanation in the previous discussion, the authors formulate several conclusions which are the findings in this study. The conclusions in this study are as follows:

1. The implementation of the East Kalimantan Provincial Regulation concerning the Protection of Sustainable Agricultural Land in the City of Samarinda is still not maximally implemented due to the conversion of land functions along with the development of the City of Samarinda and the lack of a strong legal at the provincial level at the district/city level because the existing regulations are still general in nature.
 2. Topographical, land conversion, economic and social factors in the city of Samarinda have hindered the implementation of the East Kalimantan Provincial Regulation on the Protection of Sustainable Agricultural Land in the City of Samarinda.
 3. The implementation model of the Regional Regulation of the Province of East Kalimantan on Sustainable Food Agricultural Land in the City of Samarinda, the main thing is the preparation of the Regional Regulation of the City of Samarinda on the protection of sustainable agricultural land. guidance to Farmers in Samarinda City and detention of Rice Field Land Certificates from being converted to other land, and if it is urgent to be converted, it is necessary to have regulations governing the exchange of land with the same area and function as the converted land (especially rice fields)..
 4. The Samarinda City Government must also make efforts to keep the existing agricultural land in Samarinda City or if possible increase in size. If there is a land conversion, it is hoped that the replacement land will continue to function as agricultural land so that the agricultural area in Samarinda City does not decrease.
- So, the suggestions from this dissertation research include:
1. It is necessary to immediately draw up a Regional Regulation of the City of Samarinda on the protection of sustainable agricultural land (LP2B).
 2. Guidance for Farmers in Samarinda City and detention of Rice Land Certificates from being converted to other lands are the next strategy in protecting agricultural land in Samarinda City.
 3. The need for regulations governing if there is a conversion of agricultural land, there must be an exchange of land with the same area and function as the converted land (especially paddy fields).
 4. The Samarinda City Government must also make efforts to keep the existing agricultural land in Samarinda City or if possible increase in size. If there is a land conversion, it is hoped that the replacement land will continue to function as agricultural land so that the agricultural area in Samarinda City does not decrease.

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