



The Contradiction of Sustainable Food Agricultural Land Protection of Sukoharjo Regency, Central Java

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Abstract

Sukoharjo Regency has established a Sustainable Food Agricultural Land in article 33 section 5 of the Regional Regulation No. 14 of 2011 in response to Law No. 41 of 2009 concerning Protection of Sustainable Food Agricultural Land (LP2B). However, this policy setting did not work effectively, as indicated by the rate of conversion of paddy fields, the area of paddy fields amounted to 21,096 hectares in 2006 to 20,814 hectares in 2014, then the rate of agricultural GRDP of 3.68% in 2006 to -0.09 in 2014 and the rate of processing industry PDRB increased from 3.82% in 2006 to 5.22% in 2014. This study aims to describe the governance of LP2B in Sukoharjo Regency. This research employs descriptive method and literature study. The results showed, (1) the protection of sustainable agricultural land was still based on the Regional Spatial Planning Coordinating Board (BKPRD) in accordance with Decree of Sukoharjo Regent No.690.05 / 1283/2013; (2) there was no LP2B - Spatial Detail Plan yet ; (3) there was alleged practices of brokering of Land Use Allotment Permit; and (4) the active role of farmers in development was just begun in 2016, marked by the Establishment of Self-Supporting Agricultural Counselor Tulodho Tani in strengthening the Farmer Card and Agricultural Insurance program.

Keywords: *Sustainable; Empowerment; Agriculture; Farmer; Sukoharjo*

Introduction

Changes in the function of agricultural land and the development of non-agricultural industrial sectors become interesting issues because the conversion of agricultural land functions, especially paddy fields to non-agriculture such as housing, industrial areas, trade areas, and public facilities can have a negative impact on the GRDP growth rate of the agricultural sector (Irawan, 2005). Other impacts of agricultural land conversion, reduce the absorption of agricultural labor, decrease rice productivity, and decrease the level of food security (Firman, 2000). The negative impact of agricultural land conversion is encouraging the government to compile Law No. 41 of 2009 concerning Protection of Sustainable Agricultural Land. This regulation emphasizes that the protection of agricultural areas is an inseparable part of spatial planning. Protection of agricultural areas includes planning and designation, development, research, utilization and guidance, control, supervision, development of information systems, protection and empowerment of farmers, community participation and financing.

Based on the description of the problem above, Sukoharjo Regency is a potential area to study the implementation of Law No. 41 of 2009. Sukoharjo Regency has assigned Regional Regulation No. 14 of 2011 concerning Spatial Planning for 2011-2031 to support the policy. In addition, the GRDP of the agricultural sector has quite prominent potential in the former residency area of Surakarta (Setyowati, 2012). However, the development of the non-agricultural industrial sector is developing due to the development of Solo Baru and Nguter Regions so that the impact on the agricultural sector is as follows;

Table 1. Comparison of Rice Area, Rice Field Conversion Rate, Agriculture GRDP, and Industrial GRDP in Sukoharjo Regency (2006-2014)

Components	2006	2007	2008	2009	2010	2011	2012	2013	2014
Rice fields (hectares)	21.096	21.111	21.121	21.257	21.287	21.054	21.010	20.858	20.814
Rice Field Conversion Rate (%)	-0,11	0,07	0,05	0,64	0,14	-1,09	-0,21	-0,72	-0,21
Agriculture GRDP Rate (%)	3,68	5,3	4,98	4,92	2,01	0,85	4,21	2,44	-0,09
Processing Industry GRDP Rate (%)	3,82	4,41	4,30	3,61	5,11	5,94	4,36	5,28	5,22

Source: Central Statistics Agency (BPS) of Sukoharjo, (2006-2014)

Rice field conversion rate showed -0.11 in 2006. While the 2014 rice field conversion rate showed -0.21. It means that the conversion rate of rice fields has accelerated for 8 years. In addition, the GDP of the Agriculture Sector and Food Crop Sector showed a decline. This condition illustrates the contra - productive of Regional Regulation No. 14 of 2011 Sukoharjo Regency article 2 explains that the spatial planning of the Regency area, aims at realizing the Regency based on the agricultural sector, industrial sector, environmentally friendly and infrastructure development to increase accessibility.

The rate of agricultural GRDP which tends to decline and the processing industry tends to increase during 2006-2014 gives a brief description that Sukoharjo Regency prioritizes the manufacturing industry sector. The development policy of the non-agricultural industrial sector has advantages in regional economic growth. According to Mayrowani (2012), the acceleration of regional development can be done while agricultural investment has a return on old investment and large costs. Unbalanced development between the agricultural sector and the processing industry has an impact on accelerating the rate of rice conversion and fostering conflict between local actors (Sukwika, 2018; Putra and Suyatna, 2018). This condition is counterproductive to the goals of sustainable development in Sukoharjo Regency in Regional Regulation No. 14 of 2011. The study of the implementation of sustainable food agriculture land protection is important to be carried out in order to provide a picture of the success of the counterproductive causes of the protection of sustainable agricultural land in Sukoharjo Regency.

Research Method

Framework

Sustainable Development

Public awareness of the deterioration of the quality of the environment and the sustainability of natural resources make important environmental issues studied at national and international levels. This condition encourages the concept of development not to be centered on the economy. However, development needs to pay attention to environmental sustainability. The concept of sustainable development is the basis of environmental control. Sustainable development was born in the early 1970s which is expected to be a solution to the problem of pollution due to industrial development. The

conditions that encourage the Stockholm Conference to be held in 1972 followed by the formation of The First Governing Council in Nairobi. The conference that was formed aims to find solutions to global physical environmental problems that occur in developed and developing countries. National sustainable development has been explicitly started since 1982 marked by Law No. 4 of 1982 concerning the basic provisions of environmental management (UULH). Article 3 states that environmental management is carried out to "support sustainable development for improving human welfare" and Article 4 mentions one of the objectives of environmental management "the implementation of environmentally friendly development for the benefit of present and future generations". The sound of article 3 and 4 of Law No. 4 of 1982 shows that the development of environmental insight is in line with sustainable development.

The idea of national sustainable development is further strengthened by Law No. 23 of 1997 which is a substitute for Law No. 4 of 1982. This law has clearly included sustainable development in its provisions. Article 3 of Law No.23 of 1997 states that "Sustainable development is environmentally sound" and article 4 states that "To guarantee the interests of present and future generations". The idea of national sustainable development is reinforced by its recognition in Law No.32 of 2009 concerning environmental protection and management as a substitute for Law No. 23 of 1997. In article 2 of Law No. 32 of 2009 there is an explanation that environmental protection and management must pay attention to the principle of preservation and sustainability as well as the principle of justice. The principle of preservation and sustainability means that each person is obliged to and is responsible for the generation of the descendants and for each other in one generation by making efforts to preserve the carrying capacity of the ecosystem and improve the quality of the environment. Whereas the principle of justice means that environmental protection and management must reflect proportional justice for every citizen both across regions, across generations, and across gender. The principle contained in Law No. 32 of 2009 is also contained in article 33 paragraph (4) of the 1945 Constitution (fourth Amendment) which states that the Indonesian economy is based on several principles, including the principle of sustainable and environmentally sound principles. This policy shows that the idea of sustainable development as the principle of the economic system.

Farmer Empowerment

Farmer Empowerment is an effort to increase farmers' independence. According to Mutmainah and Sumardjo (2014), empowered farmers are farmers who have the ability in terms of (1) fulfilling their basic needs so they have the freedom to express opinions, free from hunger, get education, and free from pain; (2) reach productive sources that are enable them to increase income and obtain goods and services needed; (3) participate in the development process and decisions that affect them. Farmer empowerment is an effort to increase the productivity, income, and independence of farmers which involves the participation and leadership of farmer groups (Wulandari and Setiani, 2018). Effective empowerment of farmers is carried out through farmer groups in accordance with Regulation of the Minister of Agriculture No. 82 of 2013 concerning Guidelines for the Development of Farmer Groups and Farmers Group Combinations. According to Regulation of the Minister of Agriculture No. 82 of 2013, the Farmer Group or the Farmers Group Association is a group of farmers formed on the basis of shared interests, common environmental, social, economic, resource conditions, shared commodities, and familiarity to improve and develop member businesses. According to Elsiana, Satmoko, and Gayatri (2018), members of the Farmer Group consist of Main Actors and Business Actors Business Actors are farmers who do farming in the fields of food, horticulture, and plantations. Whereas business actors are all people who do business so that they are willing and able to help and organize themselves in accessing market information, technology, capital, and other resources to be able to increase productivity, business efficiency, income, welfare, and increase awareness in environmental preservation.

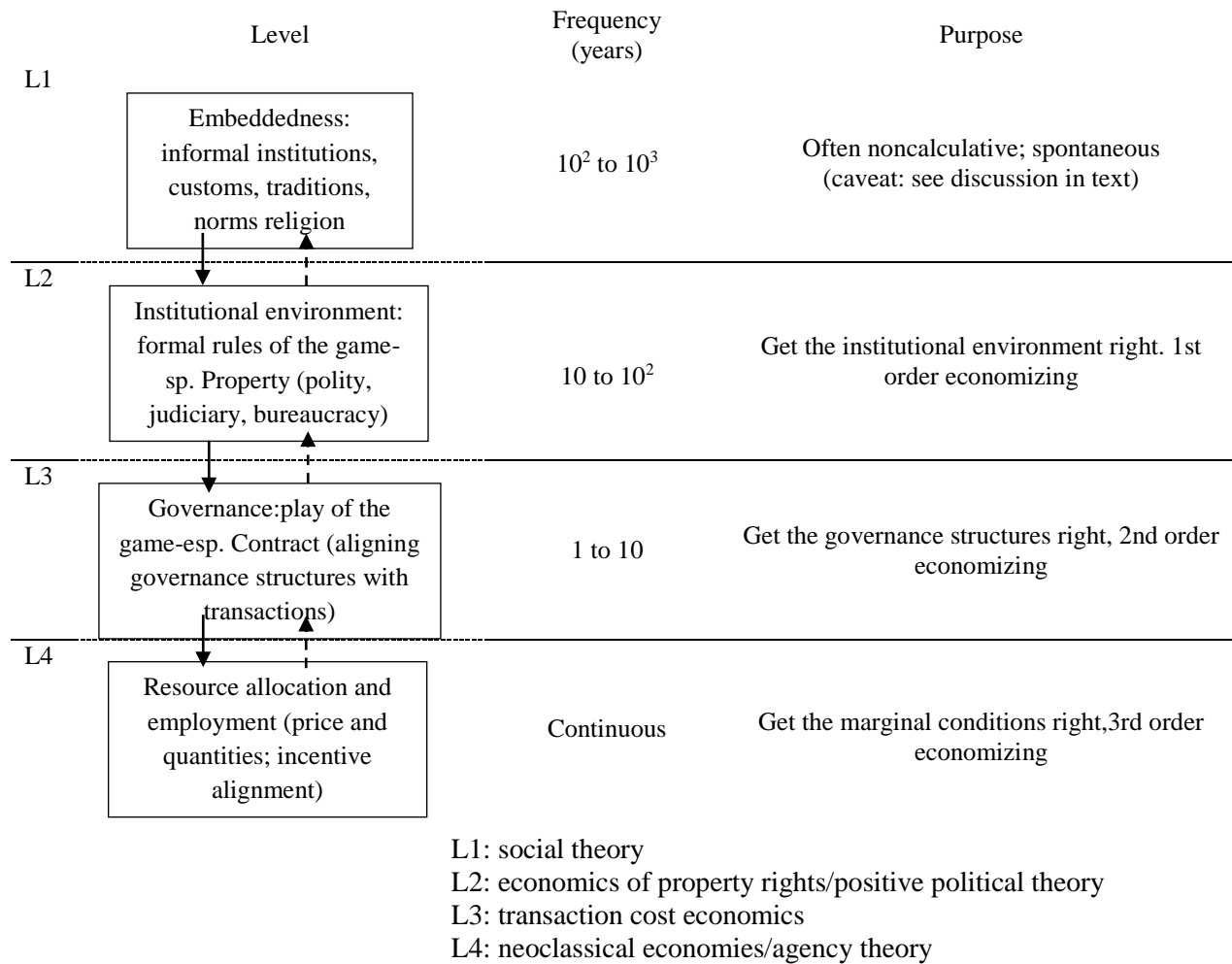
There are four group functions, namely (1) Learning Class, Farmers Group as a place for teaching and learning for members to improve knowledge, skills and attitudes so that they grow and develop into independent farming so as to increase productivity, income and a better life; (2) Collaborative Media, a

place to strengthen cooperation between farmers and other parties. Through this collaboration it is expected to make farming more efficient and able to face threats, challenges, obstacles, disruptions and more profitable; (3) Production Unit, farming carried out by each member as a whole must be seen as a business entity that can be developed to achieve economical scale of business, by maintaining quantity; (4) Business ventures, business undertaken by members of learning classes, media cooperation, and business ventures can make a promising business for sale (Fatchiya, 2010). Community empowerment strategies can also be applied to farmer groups or farmer groups in a number of ways. According to Soesilowati, Indriyanti, and Widiyanto (2011), the community empowerment strategy consists of a facilitation strategy; persuasion strategy; re-education strategy; power strategy. The purpose of Empowerment is to improve business ability, both in terms of motivation, technology, management, capital, marketing to be independent and have a strong bargaining position when dealing with other actors.

The Institutional Theory of Williamson

The principle of sustainable development justice encourages the central government to stipulate Law No. 41 of 2009 concerning the Protection of Agricultural Land for Sustainable Food (LP2B) to provide farmers access to access to land. Implementation of Law No. 41 of 2009 is top down from the Central Government to the Regions. So that the main actors that play a role in governance are the Regional Government in the implementation of Sustainable Food Agricultural Land Protection (LP2B). The LP2B implementation of Sukoharjo Regency is documented through Regional Regulation No. 14 of 2011 concerning Regional Spatial Planning 2011-2031 and then amended in Regional Regulation No. 1 of 2018 and Regulation of Sukoharjo Regent No.690.05 /1283/2013 concerning changes to the Regulation of Sukoharjo Regent no 650.05 / 220 / 2012 which establishes the composition of the working group of the Regional Spatial Planning Coordinating Board (BKPRD).

The researcher considered that Wiliamson's institutional theory was right to understand the implementation of the policy because the main actor in charge was the Regional Government Institution appointed in the BKPRD. According to Wiliamson (2000), the success of governance performance is determined through the relationship between the 4 levels of the rules of the game based on social analysis. The first level is the level of rules or informal institutions inherent in society such as customs, traditions, norms, and religion. The rules of the game set must go through a phase of socialization and be embedded in the social environment of the community. The second level is the formal legal rules that have been established and implemented by among the actors involved. There is a clear structure to the rule of law that is established and implemented by the actors involved. The third level is the governance of the established legal rules in the form of a contract system that regulates sanctions with the aim of reducing conflict and generating mutual benefits. The fourth level is the rules of the game governing obligations and intergovernmental rights that establish the rule of law and the actors involved.



Source: Wiliamson (2000)

Figure 1. Stages of Wiliamson Institution Stages

Data collection

This research is employing descriptive and literature studies. The data was obtained by observing the Focus Group Discussion (FGD) Contact of the Mainstay Fishermen Farmers (KTNA) of Grogol Sub-District on December 18, 2019 and the Agricultural Extension Workers of All of the Sub-Districts of Sukoharjo on December 19, 2019. Validating the data using the triangulation method through in-depth interviews with KTNA administrators of Grogol Sub-District; Management of Self-Supporting Agricultural Extension Workers in Grogol Sub-District and Sukoharjo Regency; Member of Sukoharjo DPRD (Regional House of Representatives), Economic Development Commission; Land Broker; Coordinator of Agricultural Extension Instructors in Grogol Sub-District and Sukoharjo Regency Agriculture Office. Literature study was carried out with the identification of relevant journals, the Central Statistics Agency report, the evaluation report on the implementation of the Bappenas Sustainable Agriculture Land Protection (LP2B), and the Mass Media.

Data analysis

Descriptive data analysis is used to validate the qualitative approach. According to Sholikhah (2016), descriptive statistics are used to describe the data that has been collected with the aim of obtaining general conclusions or generalizations. There are three stages to data validity consisting of data reduction, data presentation, and drawing conclusions or data verification (Miles and Huberman, 1992). Data

reduction is the selection, focusing on simplification, abstracting, and transformation of data that arises from written notes in the field, while the presentation of data is a collection of structured information that allows drawing conclusions. Quantitative data were analyzed descriptively by categorizing the answers and displayed in the analysis table.

The data obtained in this study are described in a way that the fact is between the time and implementation of local government policies in the protection of sustainable agricultural land. The study outlined in 3 discussions consisted of the implementation of a land transfer function permit in Sukoharjo Regency; Non-agricultural industrial and regional economic interests: and the irony of the welfare and empowerment of farmers.

Results and Discussion

Implementation of Land Use Transfer Permit in Sukoharjo Regency

The Government of Sukoharjo Regency has made efforts to control the conversion of agricultural land to non-agricultural land by stipulating Regional Regulation 14 of 2011 concerning the 2011-2031 Regional Spatial Plan and Regulation of Sukoharjo Regent No. 67 of 2011. In Regional Regulation No 14 of 2011 it is explained that spatial zones are classified in zoning consisting of red, yellow, and green zones. Criteria for red or yellow zoning for industrial estate land and settlements, while green zoning for agricultural land area. Regent's Regulation No.67 of 2011 in general provisions of article (1) number 15 is explained in relation to Regional Government guidelines in the framework of granting licenses to individuals or entities intended for fostering, regulating, controlling, and supervising activities on spatial use, use of natural resources certain to protect the public interest and preserve the environment. The effort to implement the regional regulation was shown by the establishment of the Regional Spatial Planning Coordinating Board (BKPRD) based on the Decree of the Sukoharjo Regent No. 650.05 / 220/2012 which was later changed to the Decree of the Sukoharjo Regent No. 690.05 / 1283/2013.

The Regional Spatial Planning Coordinating Board (BKPRD) has the authority to provide recommendations in making the Regent's decision to accept or reject land conversion functions. This authority is in accordance with Article 16 of Sukoharjo Regent's Regulation No. 67 of 2011 concerning Spatial Use Permits. BKPRD recommendations in the form of planning and supervision of the implementation of the Regional Spatial. The implementation of the tasks of the BKPRD is assisted by the Secretary of Nadan Regional Spatial Planning Coordination, Spatial Planning Working Group, and Sukoharjo Regency Spatial Planning Working Group with the following arrangements:

Table 2. Structure of the Spatial Use Control Group of Sukoharjo Regency

No	Agency	Position
1	Head of Spatial Planning Department of Public Works	Chief
2	Head of Regional Secretariat Legal Entity	Vice Chief
3	Public Works Department of Sukoharjo Regency	Secretary
4	Head of Food Crops and Horticulture Division of the Agriculture Office	Member
5	Head of Regional Civil Service Police Enforcement Division	Member
6	Head of Sub-Division of Management System Implementation & Laboratory of the Environmental Agency	Member
7	Head of Sub-Division of BAPPEDA Regional Spatial and Infrastructure	Member
8	Head of Sub-Section of Sukoharjo BPN Land and Regional Stewardship	Member
9	Head of Sub-Section of Land at the Regional Secretariat	Member

Source: Decree of Sukoharjo Regent No 690.05 / 1283/2013 Regarding Amendments to Decree of Sukoharjo Regent No 650.05 / 220/2012

Regional Spatial Planning Coordinating Board (BKPRD) carries out the tasks of spatial planning and supervision based on Regional Regulation No. 14 of 2011 concerning Regional Spatial Planning (RTRW) and Regent's Regulation No. 67 of 2011. These two regional regulations are still general in nature which contains guidelines in regional spatial planning and in article 33 section 5 Regional Regulation No. 14 of 2011 establishes the area of Sustainable Food Agriculture Land. Specific rules regarding Sustainable Food Agriculture Land that require LP2B and P2B Reserves in the Spatial Detail Plan (RDTR) are not yet available. Specific rules: LP2B is still being discussed through the Agriculture Office of Sukoharjo Regency. The detailed Spatial Plan for the Sustainable Sustainable Agriculture Land has not been able to be implemented since the discussion of the 2014 draft until now due to constraints in validation of the Wetland Area. This condition was revealed by Irianto (2013), accurate data on the change of function of agricultural land and paddy land standard area is still a debate between the data of the Ministry of Agriculture, the National Land Agency, and the Central Statistics Agency. Thus, this condition causes the agricultural land and food agriculture land to be sustainable there is no difference in treatment for the process of transfer of land permits. The process for granting permits to change land functions is regulated in Article 16 paragraph 1 of the Sukoharjo District Head Regulation No. 67 of 2011 concerning the limit of 1 hectare for the change of function of agricultural land to non-agricultural land. Article 30 regulates the procedure for granting land conversion permits:

- a. Application for permission to change land use is submitted in writing to Bupti through the Regional Secretariat Government Section
- b. Completing the permit requirements for land use change
- c. Review the application for permission to change land use
- d. Granting a permit does not violate the zoning provisions of Regional Regulation No. 14 of 2011

The Interests of Non-Agricultural Industry and Regional Economic

The implementation of the BKPRD's task in controlling the transfer of functions of agricultural land has not been effective. Specific rules and maps of the spread of Sustainable Agricultural Land that are not yet available are obstacles in realizing sustainable agricultural land protection. In addition, the establishment of Sustainable Food Agriculture Land in article 33 of Regional Regulation No 14 of 2011 with an area of 23,742 (twenty three thousand seven hundred forty two) hectares consisting of 21,113 hectares of wetlands and 2,629 hectares of dry land decreased the target of wetland area in article 33 paragraph 6 of Regional Regulation No. 1 of 2018 with an area of 23,742 (twenty three thousand seven hundred forty two) hectares consisting of 20,814 hectares of wetlands and 2,928 hectares of dry land. Whereas, the determination of Sukoharjo Sustainable Food Agricultural Land area is less than 443 hectares from the width of the Raw Rice Field (the results of the 2015 audit) 24,185 hectares (Bappenas, 2015). The difference of 445 hectares of the area of Sustainable Food Agricultural Land from the width of the Standard Rice Field indicates that local governments take into account the development of non-agricultural industries to support the regional economy. However, the determination of the Sustainable Agriculture Land does not work effectively, seeing that there is a decrease in the area of Sustainable Food Agriculture in article 33 paragraph 6 of Regional Regulation No. 1 of 2018 and an increase in the difference in the target area in Regional Regulation No. 14 of 2011 with the realization of the area of land from the Central Agency data Statistics (BPS). These conditions can be seen in table 3.

Table 3. The Realization of the Area of Sustainable Food Agriculture in Sukoharjo Regency (Hectares)

No	Keterangan	Hektar						
		2011	2012	2013	2014	2015	2016	2017
1	Sustainable Food Agriculture Land (LP2B) of Sukoharjo 2011	23.742	23.742	23.742	23.742	23.742	23.742	23.742
a	Wet lands	21.113	21.113	21.113	21.113	21.113	21.113	21.113
b	Dry lands	2.629	2.629	2.629	2.629	2.629	2.629	2.629
2	Area of Raw Rice Fields in 2015	24.185	24.185	24.185	24.185	24.185	24.185	24.185
3	Rice Fields	21.054	21.010	20.858	20.814	20.643	20.617	20.518
a	Wet lands	18.641	18.866	18.851	18.807	18.797	18.783	18.684
	Irrigated Rice Fields	14.809	14.781	14.774	14.751	14.692	14.655	14.556
	Half Irrigated Rice Fields	1.903	2.172	2.174	2.161	2.161	2.161	2.161
	Simple Irrigated Rice Fields	1.929	1.913	1.903	1.895	1.944	1.967	1.967
b	Dry Land / Rainfed	2.413	2.144	2.007	2.007	1.846	1.834	1.834
4	Realization Sustainable Food Agriculture Land of (LP2B) Sukoharjo							
a	Difference in LP2B Rice Field	2.688	2.732	2.884	2.928	3.099	3.125	3.224
b	Difference in LP2B Rice Field Wet lands	2.472	2.247	2.262	2.306	2.316	2.330	2.429
c	Difference in LP2B Dry Land	216	485	622	622	783	795	795
d	Difference in Area of Raw Rice Fields	3.131	3.175	3.327	3.371	3.542	3.568	3.667

Source: data from Bappenas (2015) and BPS Sukoharjo (2016, 2018)

Table 3 shows that the determination of LP2B 2011 status did not hamper the rate of conversion of paddy fields. This condition is contrary to the concept of LP2B in Law 411 of 2009. Article 1 paragraph 3 of Law No. 41 of 2009, Sustainable Food Agricultural Land (LP2B) is an area of agricultural land that is determined to be protected and developed consistently in order to produce staple food for independence, food security and quality. Ideal conditions after the determination of LP2B, the realization of the paddy field area is close to the target area set in LP2B or there is an increase in the paddy field area of the specified LP2B target. Then, research conducted by Nurhidayah and Karjoko (2017) in Nguter Subdistrict, Sukoharjo Regency found that this condition also contradicts Article 44 of Law No. 41 of 2009, Presidential Regulation No. 36 of 2005, and Presidential Regulation No. 65 of 2006. Transferring LP2B functions for the benefit industry is not a permissible condition because industry is not included in the public interest of the region. According to Bappenas (2015), regions that stipulate LP2B are less than the standard width of rice fields and do not include detailed LP2B space plans have a tendency to provide land for the development of non-agricultural industries and object to sanctions imposed by Law No. 41 of 2009. The attitude of the Regional Government can be shown in Sukoharjo District Regulation No. 5 of 2011 concerning Investment and Regulation of Sukoharjo Regent No. 38 of 2015 concerning the General Investment Plan for 2015-2025.

In addition to the interests of the development of non-agricultural industries, the case of illegal levies on Land Use Allotment Permits (IPPT) reported on news.okezone.com on July 10, 2015 involved

local government officials and the practice of IPO land brokers resulted in the control of land conversion not being effective. Illegal levy mode, the offender asks for the cost of IPPT affairs on the basis of Article 23 of the Minister of Home Affairs Regulation No. 13 of 2006 concerning Guidelines for Regional Financial Management, regions may receive grants from individuals. The guideline encourages the brave perpetrators to charge Rp6,000,000 from the developer (the applicant). Although this case was resolved by returning the money to the developer of the Petitioner) and the perpetrators were already subject to sanctions and guidance, this condition gave rise to allegations that IPPT's illegal levies activities with the same mode still occurred. Land that is used for the non-agricultural industrial sector tends to have a higher sale value than the agricultural sector. This condition is an opportunity for land brokerage activities.

The Irony of Farmer Welfare and Empowerment

The development of non-agricultural industries is supported through the policies of the Regional Government starting from the construction of Solo Baru Region and the Industrial Zone of Nguter. Solo Baru area is an industrial and trade area located in Grogol District. This area was established on an area of 500 hectares of land in collaboration with the Regional Government with the private developer PT Pondok Solo Permai (Kartiko, Arifin, and Priyanto, 1998). Establishment of Solo Baru based on Central Java Governor Decree No 593.8/22/1984, Recommendation of Sukoharjo Regent No BAPP.BV/004XI/1984, Central Java Governor Decree No 593.8/354/1984, Central Java Governor Decree No 593.8/247/1986.593.8/1/1987, and Central Java Governor Decree No 593.8/258/1988.

The development of the Solo Solo Area is intended to expand the industrial city of Surakarta and encourage industrial development in Sukoharjo Regency. During the development of Solo Baru area, the connecting road of Surakarta-Sukoharjo-Wonogiri was widened to increase the capacity of the road. This path passes through Gading area of Surakarta City, Grogol Sub-District, Sukoharjo Sub-District, and Nguter Sub-District. This pathway has an impact on industrial development in Sukoharjo Sub-District and Nguter along with industrial developments in the City of Surakarta and Solo Baru Region. Industrial development provides the basis for the Regional Government to determine the Nguter Industrial Estate for the needs of industrial land. The Nguter Industrial Estate covering an area of 354 hectares is stipulated in the Decree of the Governor of Central Java No 530.05 / 48/1991 and Regional Regulation of Sukoharjo Regency No.02 of 2004 concerning Regional Spatial Planning (RTRW) for 2004-2013.

However Sutanta's study (2010) found that since it was established in 2004 to 2010, the establishment of industries was located outside the Nguter Industrial Estate, the industrial location originated from the transition of technically fertile irrigated rice fields, and adjacent to the surrounding agricultural land. The establishment of the industry is not in accordance with the 2004 RTRW because when the establishment of the Nguter Industrial Estate was not matched by the construction of infrastructure supporting industrial accessibility. This historical fact makes the Regional Government not firm in providing sanctions. The regional spatial planning improvement was carried out by the Regional Government by stipulating the Urban Spatial Planning Plan (RDTR) in article 9 and the development of the local road network in article 13 paragraph 5 of Regional Regulation No. 14 of 2011. Then, Regional Regulation No. 1 of 2018 article 13 of the government established the program development of toll roads and primary arterial roads to support industrial facilities.

Industrial locations adjacent to fertile irrigated rice fields, there are no specific rules for protection of agricultural land, and improved spatial planning that supports industrial development causes changes in the function of prone paddy fields. The non-agricultural industrial sector is considered more profitable than the agricultural sector because the average control of agricultural land controlled by Sukoharjo agricultural business households is less than 0.5 hectares consisting of 2,335.4 m² of rice fields and 553.1 m² of non-paddy fields. Kajian Nurasa dan Purwoto (2012), showed that land ownership of less than 0.5 hectares of profitability of irrigated rice farming in Java was Rp. 758,000 per month. This

study is supported by Masyhuri (2014), land tenure of less than 0.5 hectares causes farmer income is still low and farm income is still below the Regional Minimum Wage (UMR). Sukoharjo Regency UMR increased from 1,150,000 in 2014 to increase to 1,783,500 in 2019 (BPS Sukoharjo, 2019). The area of land occupied is detailed in table 4.

Table 4. Average Land Area Owned by Agriculture Business Households (m²) in 2013

No	Sub-District	Agriculture Land	
		Rice Field	Non – Rices Field
1	Weru	1.654,74	505,09
2	Bulu	1.828,96	1.074,49
3	Tawang Sari	1.507,41	422,89
4	Sukoharjo	2.855,56	104,01
5	Nguter	2.495,32	648,71
6	Bendosari	2.614,09	911,32
7	Polokarto	1.721,19	945,69
8	Mojolaban	3.441,38	156,05
9	Grogol	2.985,26	94,41
10	Baki	4.194,77	126,05
11	Gatak	3.556,2	37,85
12	Kartasura	3.091,32	204,68
Sukoharjo		2.335,40	553,10

Source: Agriculture Census, BPS Sukoharjo Regency (2013)

The efforts to empower farmers through increasing the scale of farming have been carried out by the Regional Government, but there are obstacles in implementation. Farming credit / loan facilities in the form of Food and Energy Security Credit (KKPE), Cattle Breeding and Fattening Venture Credit (KUPS), and Public Venture Credit (KUR) can be accessed through Bank Rakyat Indonesia (BRI) and Bank Pembangunan Daerah (BPD) have limited access to Farmers because the requirements cannot be met in relation to credit guarantees; the government's solution through the implementation of the Prona program (national agrarian operations program) and Proda (agrarian regional operations program) with the aim of granting free land certification. The implementation of the Proda Program began in 2017 and strengthening efforts were carried out in 2019 by involving sub-districts and villages. Strengthening marketing of agricultural production by establishing KUD and Koperasi Kelompok Tani is constrained by professional management so that it slowly disappears or does not function. Empowerment of farmers as independent agriculture instructors as stipulated in Law No. 16 of 2006 on the response to a decrease in the number of agricultural civil servants, began to work effectively in 2016 with the formation of Tulodho Tani independent agriculture instructors at the district level. The activities of independent agriculture instructors are directed at strengthening the Farmer Card and Farm Insurance programs.

Whereas the active participation of farmers in the socialization of sustainable agricultural land has not been involved. Meanwhile, according to the news *sukoharjokab.go.id*, the new socialization was carried out at the Village and Sub-district apparatus concerning Spatial Use Permits starting on December 8, 2017. This activity was carried out after the enactment of Sukoharjo Regent's Regulation No. 36 of 2017 One Stop Integrated Capital and Licensing Services. The regulation does not mention in detail about Sustainable Food Agriculture Land. There has even been a change in the target area for Sustainable Food Agriculture from Article 33 of Regional Regulation No. 14 of 2011 to Regional Regulation No. 1 of 2018. The change in target can be detailed from the reduction in the target of 21,113 hectares of wet lands

to 20,814 hectares of wet lands and an increase in dry land from 2,928 hectares to dry land 2,629 hectares. This targeted change is based on a report from the Department of the Environment, an increase in harvested area and rice production in 2018 from a harvested area of 52,596 hectares in 2017 to 53,342 hectares and a total production from 392,587 tons of GKG in 2017 to 393,157 tons of GKG (Sukoharjo Environmental Office, 2018) . However, this condition is not in line with the concept of perpetual agricultural land in Law No. 41 of 2009.

Conclusions and Suggestions

Conclusions

The concept of sustainable food agricultural land protection offered by Law No. 41 of 2009 has not been able to be implemented as a whole by the Regional Government of Sukoharjo Regency. Historical facts show that the location of the industry that stands close to the irrigated rice field agricultural land has been going on since 2004 due to the establishment of a non-agricultural Industrial Estate that is not matched by the readiness of supporting facilities. This condition makes it difficult for the government to set sanctions, bearing in mind that the industrial sector is determined as a supporter of the regional economy. This historical factor is driving local governments to make improvements in industrial support facilities. So the policy of Law No. 41 of 2009 established by the Central Government, the region is not ready to accept the policy. This can be seen from the readiness of the working group to control the conversion of agricultural land which is still under the Regional Spatial Planning Coordinating Board (BKPRD) and there are no detailed plans and specific rules for controlling the conversion of agricultural land. In addition, the IPPT permit process is suspected to have taken place in the practice of extortion which impeded the process of preventing the conversion of agricultural land. In addition, the active role of farmers in new development starting in 2016 was marked by the Establishment of the Self-Supporting Agricultural Extension Program Tulodho Tani in strengthening of the Farmer Card and Agricultural Insurance program, causing the socialization of sustainable food agriculture lands to be ineffective.

Suggestions

The control over the function of agricultural land can be done with the synergy and integrity of each Local Government Agency. The synergy of each Local Government Agency can be seen from the availability of valid data on the transfer of land functions and the realization of the Spatial Planning Details for Sustainable Agriculture (LP2B). Integration can be done by monitoring the IPPT permit process in order to avoid the practice of extortion.

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