

Spatial Planning Policy Implementation in Controlling Agricultural Land Conversion in Tangerang Regency

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ABSTRACT

This study is driven by the decline in agricultural productivity resulting from the direct conversion of agricultural land into residential areas, particularly in the northern coastal region (Pantura) of Tangerang Regency, including Sepatan, East Sepatan, Pakuhaji, and Rajeg. The primary objective of this research is to assess the implementation of spatial planning policies in regulating agricultural land conversion, using Merilee S. Grindle's policy implementation framework, which emphasizes both the content of policy and the context of policy. This study employs a qualitative descriptive approach. The findings indicate that the implementation of Regional Regulation (Perda) No. 13 of 2011 concerning the 2011–2031 Spatial Plan of Tangerang Regency has not been effectively implemented. Several inhibiting factors were identified, including suboptimal dimensions of policy implementation, inadequate communication between government authorities and landowners, as well as monitoring and supervision mechanisms that remain largely procedural and formalistic in nature.

Keywords: *Policy implementation; Spatial planning; Agricultural land conversion*

INTRODUCTION

Indonesia is an agrarian country in which a large proportion of the population depends on agriculture as their primary source of livelihood. The country is endowed with abundant natural resources that have the potential to support national prosperity and ensure food security for its population. Although these needs have not yet been fully achieved, the agricultural sector remains a crucial real sector that contributes significantly to national income and foreign exchange earnings. According to data from the Central Bureau of Statistics (BPS, 2019), Indonesia had approximately 7,463,948 hectares of wetland area, with around 33.4 million farmers engaged across various agricultural commodity sectors.

National development is fundamentally aimed at realizing the objectives of an independent, progressive, prosperous, and just Indonesian state founded on faith in God Almighty. In accordance with the fourth paragraph of the 1945 Constitution, development seeks to educate the nation, promote general welfare, protect the entire

population of Indonesia, and contribute to global peace and order. Development processes encompass all dimensions of life – economic, social, cultural, and political – at both micro and macro levels. A central aspect of development is the occurrence of social change, which involves progress, improvement, and transformation within society, including demographic dynamics and cultural influences.

Development implementation is inherently linked to land availability, as land constitutes a fundamental resource necessary for human activities and survival. Consequently, every development initiative requires land as a primary input. The increasing intensity of development, particularly in housing, industrial expansion, and infrastructure projects, has driven the conversion of agricultural land into non-agricultural uses, along with its associated impacts. However, the rising demand for land is not matched by its supply, as land is finite and cannot be expanded, resulting in inevitable competition between agricultural and non-agricultural land uses.

Although the agricultural sector continues to make a substantial contribution to Indonesia's economic growth, its overall performance faces persistent challenges. One of the key issues is the decline in agricultural land area due to extensive land conversion. Available data show a decreasing trend in agricultural land between 2012 and 2016, where the area declined from approximately 14,000 hectares in 2012 to 12,000 hectares in 2014, indicating a significant reduction attributable to land-use change.

LITERATURE REVIEW

Public Policy

According to Lasswell and Kaplan (as cited in Said Zainal Abidin, 2012: 6), policy can be understood as a tool for achieving intended goals, values, and practices. In a similar vein, Friedrich argues that the essence of policy lies in the presence of a defined objective, purpose, or guiding intention.

Meanwhile, the term “public” in the concept of “public policy” encompasses three interrelated meanings, namely government, society, and the general public. Within the context of the policy environment and its affected domain, the term “public” specifically refers to society as the primary target group impacted by policy implementation (Abidin, 2012: 5-7).

Public Policy Process

The process of public policy analysis consists of a series of intellectual activities conducted within a political context. These political dynamics are reflected in a

sequential set of stages, including agenda setting, policy formulation, policy adoption, policy implementation, and policy evaluation (Subarsono, 2015: 8).

Policy Implementation

Lester and Stewart define policy implementation broadly as the execution of legislation, in which actors, organizations, procedures, and techniques interact collaboratively to carry out policies in order to achieve predetermined policy goals or programs. In contrast, implementation is recognized as a complex phenomenon that can be conceptualized as a process, an output, or an outcome (Winarno, 2014: 147).

Concepts of Agriculture and Non-Agriculture

Agriculture refers to a production system based on the cultivation and growth of plants and animals. It also encompasses the utilization of biological resources by humans for the production of food, industrial raw materials, and energy sources, as well as for environmental management. These activities are commonly associated with crop cultivation and livestock farming; however, the scope of agriculture may further extend to the use of microorganisms and bio-enzymes in advanced processing activities – such as cheese and tempeh production – or in simpler extraction processes, including fishing and forest resource utilization (Siti Arwati, 2018: 1).

Land Conversion

Land conversion is considered a logical consequence of the increasing potential for land rent development in a particular area. Accordingly, land conversion processes can be understood as part of a broader shift in resource allocation and distribution dynamics toward a new equilibrium that is deemed more productive and efficient (Ernan Rustiadi et al., 2017: 114).

Regional Spatial Utilization

Law No. 26 of 2007 on Spatial Planning defines spatial utilization as the effort to realize spatial structure and spatial pattern in accordance with spatial plans through the formulation and implementation of development programs, including their associated financing mechanisms.

METHODOLOGY

Research Methods and Location

This study employs a qualitative research approach conducted at the Department of Spatial Planning and Buildings of Tangerang Regency (Dinas Tata Ruang dan Bangunan Kabupaten Tangerang).

Data Collection

Data collection was conducted using two sources, namely primary and secondary data. Primary data were obtained through in-depth interviews, while secondary data were gathered from the analysis of government documents and official websites.

RESULT AND DISCUSSION

Based on land use patterns in Tangerang Regency, which encompass agriculture, livestock, residential, and industrial sectors, approximately 70 hectares of productive farmland in the northern coastal area are converted annually into residential and industrial uses. Although this land-use transformation contributes positively to job creation and regional economic growth, the total agricultural land distributed across 29 districts currently covers 36,202 hectares. This area continues to decline each year due to ongoing conversion into industrial and residential zones. This trend has a significant adverse impact, particularly the reduction of productive rice fields, which serve as the primary source of staple food (rice) for the local population.

The effectiveness of spatial planning policy implementation in controlling agricultural land conversion in Tangerang Regency is examined using Merilee S. Grindle's framework of "Implementation as a Political and Administrative Process." This study specifically focuses on the two key dimensions of Grindle's model:

1. Content of Policy

This dimension consists of six indicators:

- **Interests Affected:** Implementation inevitably involves various interests; this indicator measures the extent to which these interests influence the process.
- **Types of Benefits:** A policy must offer specific types of benefits that demonstrate a positive impact resulting from its implementation.
- **Extent of Change Envisaged:** The magnitude of change intended through policy implementation must have a clear and measurable scale.
- **Locus of Decision Making:** This identifies where the decision-making authority resides for the policy being implemented.
- **Program Implementers:** Successful implementation must be supported by competent and capable actors.

- **Resources Committed:** Implementation must be backed by adequate resources. This indicator specifically examines the Human Resources (HR) involved in controlling agricultural land conversion.

2. Context of Policy

This dimension consists of three indicators:

- **Power, Interests, and Strategies of Actors Involved:** It is essential to account for the power, interests, and strategies used by actors to facilitate implementation. This indicator examines the socialization of the spatial planning policy.
- **Institution and Regime Characteristics:** The environment where a policy is executed influences its success; this section explains the characteristics of the institutions affecting land conversion control.
- **Compliance and Responsiveness:** Another critical element is the level of compliance and the quality of the response from implementers toward the land conversion control policy.

CONCLUSION

Based on the observations, data obtained, and the discussions above. The following conclusions are:

1. The implementation of Regional Regulation (Perda) No. 13 of 2011 concerning the Tangerang Regency Spatial Plan 2011–2031 is currently not well-executed, as the dimensions within the policy implementation theory have not functioned optimally.
2. As actors, developers play a vital and highly influential role in land conversion by identifying locations and managing the construction process; the community acts as the land provider; and the government serves as the authority for issuing building permits.
3. There are several supporting and inhibiting factors. Ideal human resources and strict legal sanctions for violations serve as supporting elements. Conversely, inhibiting factors include a lack of communication between the government and landowners, as well as oversight that remains merely a formality.

Recommendations

Based on the research findings, the following recommendations are proposed:

1. Establish effective communication among all parties involved in the land conversion process, along with fostering transparency and accountability in every assigned task.

2. Draft regulations regarding the legal jurisdiction of developers, specifically concerning their role in all types of land acquisition processes, while further tightening oversight.
3. Apply strict legal sanctions to every detected violator and increase community awareness regarding the vital importance of rice fields and green open spaces for human well-being.

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