

The 3-in-1 Policy Model for Strengthening Urban Food Security: An Integrated Approach

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Abstract:

Kediri City has experienced a significant increase in agricultural land conversion. This issue remains a severe problem in agrarian development locally and nationally. Continuous eviction and conversion of agricultural land will reduce the country's food production capacity and hinder the achievement of food security. Previous research identifies farmer poverty as the main driver of agricultural land conversion. This study proposes an integrative 3 in 1 policy to prevent further conversion, encompassing farmer empowerment, land extensification reorganization, and regulatory reform. All three elements will be integrated into one sustainable agricultural policy. This research employs empirical legal methods with a sociological approach, collecting qualitative data from farmers in Kediri City and comparing it with existing theories, laws, and regulations. The findings indicate that farmers have not yet received optimal empowerment. Farmers tend to convert land because farming no longer ensures prosperity. High fertilizer prices, expensive labour costs, and uncertain harvest prices are various inhibiting factors. Thus, the 3 in 1 Policy could be an alternative to solve this problem.

Keywords: *Food Security, Farmer Empowerment, Conversion of Agricultural Land*

Abstrak:

Kota Kediri mengalami peningkatan alih fungsi lahan pertanian yang begitu masif. Alih fungsi lahan pertanian masih menjadi persoalan yang sangat serius dalam pengembangan pertanian, baik lokal maupun nasional. Apabila setiap jumlah tanah pertanian yang ada itu terus menerus digusur dan dialihfungsikan, maka kemampuan negara untuk memproduksi pangan tentu juga akan terus menurun. Ketahanan pangan juga akan semakin sulit untuk tercapai. Dari penelitian terdahulu yang dilakukan, kemiskinan petani menjadi penyebab utama terjadinya alih fungsi lahan pertanian. Penelitian ini akan merekomendasikan gagasan tentang bagaimana alih fungsi lahan pertanian itu tidak terus menerus terjadi. Gagasan ini berwujud kebijakan integratif 3 in 1 policy. Gagasan ini meliputi aspek pemberdayaan petani, pengaturan ulang tentang ekstensifikasi, serta perubahan regulasi alih fungsi. Ketiganya akan berwujud dalam satu kebijakan pertanian yang berkelanjutan. Penelitian ini adalah penelitian yuridis empiris, dengan metode pendekatan sosiologis. Hasil penelitian menunjukkan, petani masih merasa belum mendapatkan pemberdayaan yang optimal. Petani cenderung mengalihfungsikan tanah, karena bertani tidak lagi mendatangkan kesejahteraan. Berbagai faktor penghambat yang terjadi adalah mahalnya harga pupuk, biaya pekerja yang makin mahal, serta harga hasil panen yang tidak menentu. Maka, gagasan 3 in 1 Policy bisa menjadi salah satu alternatif untuk menyelesaikan persoalan ini.

Kata Kunci: *Ketahanan Pangan, Pemberdayaan Petani, Alih Fungsi Lahan Pertanian*

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Introduction

The notion of Indonesia as an agricultural country appears to be fading. Various government development concepts have diminished this identity (Kharisma et al., 2020). Normatively, numerous policies that appear to promote national agricultural development, such as the 2020-2024 Medium-Term Development Plan (RPJMN). The RPJMN derives from the vision and mission of the elected President and is implemented during his 5-year leadership. The 2020-2024 RPJMN contains 7 priority development agendas, one of which is "Strengthening Economic Resilience for Quality and Equitable Growth" (Muni & others, 2023). This agenda is further specified in program targets, including the management of economic resources such as food and agriculture, maritime and fisheries, water, energy, and forestry (Haryana & others, 2022).

At first glance, the RPJMN provides opportunities for further development of the agricultural sector. However, this policy is not supported by consistent derivative policies. In practice, the government still tends to neglect agricultural management. Instead of addressing core issues, it has overlooked critical aspects such as agricultural land conversion. The Ministry of Agriculture noted that at least 90 thousand - 100 thousand hectares of agricultural land were converted during 2020-2022. Agrarian conflicts resulting from land conversion and poor agricultural sector management remain widespread. According to the Agrarian Reform Consortium (KPA), in 2021 alone there were at least 935.5 hectares of agricultural land involved in conflicts, affecting no less than 80 Farming Families (Nulhaqim et al., 2020).

In Kediri City, agricultural land conversion also occurs on a massive scale. According to Tirta Wijaya, citing the 2013 Agricultural Census by the Central Statistics Agency, agricultural land conversion in Kediri City reached 61,723 hectares annually, which is considered as high. The number of farming households also declined to 3,930, or approximately 46.69% (Prayitno et al., 2020). In this regard, two studies are noteworthy. First, research from Hidayat and Rofiqoh examined the conversion of agricultural land functions during 2005-2016. They found that the conversion of agricultural land was more largely driven by the rapid growth of industrial and residential areas, as well as the high non-agricultural GRDP (Gross Regional Domestic Product) in Kediri Regency (Hidayat & Rofiqoh, 2020). Second, research by Prayitno et al. examined the agricultural land conversion in Batu Regency during 2014-2019. The study identified four main factors driving land conversion: financial pressure, increasing land prices (making sales more profitable), decreasing agricultural product prices, limited government support for agricultural businesses (Prayitno et al., 2020).

Based on the two studies, it can be concluded that farmer poverty is the main problem in the effort to achieve national food independence. Poverty drives farmers to convert agricultural land (Shattuck et al., 2023), either by selling it or converting it independently. This process reduces the amount of national agricultural land, which

in turn decreases food production (Azadi et al., 2021). Therefore, to realize food independence, clear improvements in agricultural management are required to enhance farmer welfare and prevent further conversion (Mora et al., 2020).

Given the social conditions of the community in Kediri City, a systematic and structured policy is needed to overcome this problem. If the central government has not yet implemented a significant agricultural development program, Kediri City can play a role by providing a success story for other regions. Based on this background, the author conducted research entitled Model 3 in 1 Policy in Strengthening Urban Food Security in Kediri City. This model serves as a policy framework for the city's agricultural sector, covering upstream to downstream sectors. It is expected to improve farmer welfare and ensure the achievement of food security in Kediri City.

Method

As is known, there are 2 major views in legal research methods (Mignanelli, 2020). On one hand, some view legal research as part of social research; on the other hand, some assume it as a different regime (Negara, 2023) with its own characteristics, approaches, and procedures. This study adopts the first perspective, treating legal research as part of social research, and therefore employs empirical legal research. Empirical legal research places legal issues as part of social issues. It is used first to identify the causes of problems, then to trace their roots, and finally to propose legally appropriate solutions.

The approach employed in this study is the Participatory Action Research (PAR) Method. PAR is an empirical research method that involves collaboration between researchers and respondents at all stages of the study. It is applied by the research team to obtain accurate answers to the formulated problems. PAR is implemented from problem identification, joint planning, and action implementation to action evaluation (Cornish et al., 2023). All stages involve farmers as the central actors in agricultural land conversion. Farmer input serves as the basis for implementing the 3 in 1 Policy in Kediri City.

This study employs 3 methods of data collection: in-depth interviews with the informants, direct observation of agricultural conditions in Kediri City, and literature review of existing conditions linked to relevant theories, laws, and regulations. All field findings will serve as the basis for formulating the 3 in 1 policy concept outlined at the beginning of this study.

This research was conducted in Kediri City, especially in areas used as a source of agricultural land. According to data from the Central Statistics Agency, the main agricultural area in Kediri City is located in *Pesantren* District, covering approximately 1,088 hectares of rice fields in 2018 (Badan Pusat Statistik Provinsi Jawa timur, 2018). Therefore, this research also focuses on that district. Primary data were obtained directly from 5 farmers in *Pesantren* District, Kediri City. In addition, secondary data were drawn from laws and regulations supporting this research, while tertiary data consisted of books, journals, and other legal documents.

Results And Discussion

Result

One of the key instruments in determining regional development and work programs is the Regional Medium-Term Development Plan (RPJMD). RPJMD is designed to solve problems experienced by the region. Valid for 5 years, it crystallizes the work program of the elected Regional Head and is aligned with the Regional Long-Term Development Plan (RPJPD) (Emilia et al., 2022). The RPJMD is then translated into annual programs, which form the basis for preparing the Regional Budget and Revenue and Expenditure Plan (APBD). Thus, the RPJMD has a central position in determining a region's development direction for the next 5 years (Nurlaela et al., 2024).

The RPJMD of Kediri City was initially determined through Kediri City Regional Regulation Number 11 of 2019 concerning the 2020-2024 Regional Medium-Term Development Plan. This RPJMD outlines 7 strategic issues forming the basis of the city government's work program for the next 5 years. In its revised version, one additional strategic issue was introduced: economic and public health recovery from the impact of Covid-19 (Peraturan Daerah Kota Kediri Nomor Tahun 2022 tentang Perubahan Peraturan Daerah Kota Kediri Nomor 11 Tahun 2019 tentang Rencana Pembangunan Jangka Menengah Daerah Tahun 2020 - 2024, 2022).

Among the programs in the RPJMD, those related to this research concern the development of trade, industry, agriculture, and fisheries. The Kediri City Government recognizes that regional income from the agricultural sector's Gross Domestic Product (GDP) is relatively small due to the limited agricultural land in Kediri City. The government also views increasing agricultural and fisheries productivity as part of its strategy to achieve urban food security. However, the method employed appears to be inadequate.

This is evidenced by the alarming number of farmers in Kediri City. According to the Central Statistics Agency, in 2018 there were 7,140 farmers, comprising 5,985 males and 1,155 females (Badan Pusat Statistik Provinsi Jawa timur, 2018). This places Kediri City as the fourth lowest in farmer population among cities in East Java. Another indicator of program ineffectiveness is the decline in rice production in Kediri City. In 2023, rice production reached 8.27 thousand tons, a decrease of 1.93 thousand tons, or approximately 18.92%, compared to the previous year. Of this, 4.98 thousand tons were used for food consumption, also decreased by 1.11 thousand tons from the previous year (Badan Pusat Statistik, 2024).

According to information obtained by the author, farmers are increasingly struggling to earn a profit from farming. This difficulty arises from several factors, including fertilizer price, scarcity of subsidized fertilizer, rising labour costs, and declining harvest prices as the season approaches. An anonymous farmer stated:

"It's getting harder and harder to farm, sir. It would be better to just sell the land. The money is clearer, it can be used for other businesses and for children's school fees. Rather than now, farming is getting harder. Also, the unpredictable seasons. Lately the weather has been very hot. The cost of irrigation is also getting more and more inflated." (Interview results of Respondent 1 dated September 22, 2024)

In addition, some farmers remain adamant to continue farming regardless of challenge. One farmer admitted that this profession has been passed down from his ancestors and will be maintained at least through his generation. He stated that the choice of his child's profession is left to the child. Furthermore, the respondent stated:

"Basically, I want to farm, sir. Whatever happens. Well, I only know how to farm. I can't do other jobs. Besides, this job has been passed down from generation to generation. So, whatever the results and whatever income I get, I will still farm. (Interview results of Respondent 3 dated September 23, 2024)

All interviews with respondents were conducted confidentially and solely for the purposes of this research. Therefore, any information related to respondents, including photos and interview transcripts, cannot be displayed by the research team. However, these narratives indicate that there has been little effort by the local government to improve the agricultural conditions in Kediri City. In response to this situation, the author proposes a 3 in 1 Policy to strengthen urban food security in Kediri City. This policy includes farmer empowerment, land extensification reorganization, and regulatory reform. All aspects will be detailed in the following section.

Table. 1

Field Findings

No	Field Findings
1	Farmers are not prosperous. It causes the number of farmers to continue to decrease, and there is a massive transformation of professions, from farmers to the others.
2	Some reasons why farmers are not prosperous, such as commodity prices that fall during the harvest season, expensive labor costs, expensive fertilizer and irrigation costs, and seasonal uncertainty that increases operational costs.
3	Unsuccessful farmers are the cause of the conversion of agricultural land to non-agricultural use.
4	The ever-decreasing amount of land threatens urban food independence in Kediri City

Note. Farmer impoverishment, driven by low commodity prices and high operational costs, is the primary cause of the declining number of farmers and agricultural land conversion, thereby threatening urban food security.

Discussion

Agriculture is a strategic issue discussed not only at the regional or national level (Akbari et al., 2022) but also globally, due to its critical role in ensuring food availability for all humanity. Food availability is a complex challenge influenced by various factors (Clapp et al., 2022), including food security, climate change, population growth, and limited resources. Food security remains a pressing concern both nationally and globally, as it relates to a country's ability to provide food for all citizens (Hidayanti et al., 2021). The food provided must not only be adequate in quantity but also safe and nutritious, as it is closely related to the issue of stunting and malnutrition in infants (Kerr et al., 2021).

Indonesia's population continues to grow daily. According to BPS, in 2023, national population growth reached 1% per year, with a total population of 270 million. This implies approximately 2.7 million new births annually, each requiring adequate food. However, national food production does not meet this demand. For example, rice production, which is essential for 270 million Indonesians, ranges between 35 and 38 million tons per year. This amount remains insufficient, prompting the government to import up to 2 million tons of rice by 2022 (Adni et al., 2022). If rice

production is already insufficient for 270 million people, the addition of 2.7 million new residents will further increase the burden.

This problem must be resolved. In fact, many national policies have been enacted, such as Law Number 18 of 2012, which regulates national food policies including food security, distribution, and consumer protection. Similarly, Government Regulation Number 17 of 2015 addresses food security and national food governance, including the formation of a coordination team at the central and regional levels. At the regional level, Kediri City has Regional Regulation Number 8 of 2019 concerning the Protection of Sustainable Food Crop Land, which covers efforts to protect sustainable food crop land, farmer protection and empowerment, as well as financing, supervision, and control (Rozaki, 2021). However, these policies have not succeeded in increasing national or Kediri City food production.

The author proposes a 3 in 1 Policy, comprising three aspects: farmer empowerment, land extensification reorganization, and regulatory reform (Rhofita, 2022). A key challenge in increasing agricultural productivity in Kediri City is the high rate of agricultural land conversion to non-agricultural land. Field observations indicate that this conversion is driven by low farmer welfare (Hossain et al., 2020). Since farming does not yield sufficient income, farmers tend to sell their land, which is then converted by new owners to non-agricultural uses. Consequently, the continuous reduction of agricultural land leads to a decline in agricultural production. The first issue to address is farmer welfare. The Regional Government must implement programs that demonstrate state support in the lives of farmers. Challenges raised by farmers, such as limited access to fertilizer, difficulties with irrigation, and low commodity prices during the harvest season, must be considered by the government.

The second policy concerns the re-arrangement of agricultural land extensification. Development activities promoted by the Government of President Joko Widodo are supported through various policy packages that facilitate state land acquisition for public interest. This package, known as the National Strategic Program (PSN) (Syawawi, 2021), stipulates that when land is required for public interest projects or infrastructure, the landowner must release it. The state will provide sufficient compensation to the landowner upon transfer. This concept aligns with the principle of the social function of land, as regulated in national agrarian law (Singer et al., 2021).

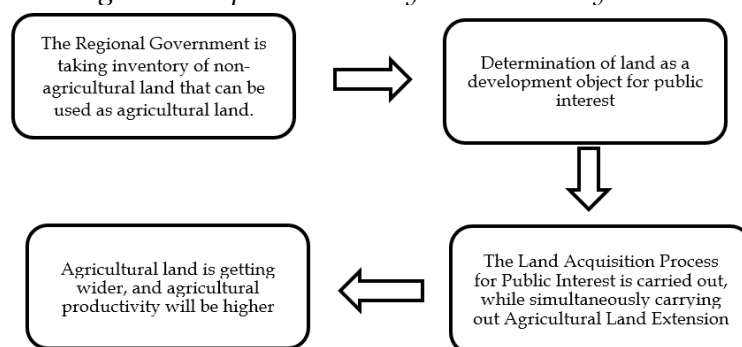
The question is, what is the social function of land? The social function of land has been continuously criticized and updated (Suryatika et al., 2020). Traditionally, it has been interpreted as prohibiting landowners from using land solely for personal interests. This concept has since evolved to serve as the legal basis for state land acquisition for public development projects. For example, when the state builds a toll road (Isnaeni, 2020), categorized as a public interest project, affected landowners are obliged to transfer their land to the state in exchange for adequate and just compensation (Friedmann, 2020).

According to the author, by the same logic, the government should be able to open new agricultural land by determining it as a public interest project. The process of creating new agricultural land, known as extensification (Ardani, 2020), would

thereby be easier. For example, if Kediri City Regional Government plans to expand agricultural land that is currently unused for farming, landowners would be obliged to transfer it to the state with sufficient compensation, as land acquisition for agricultural development falls under public interest (de LT Oliveira et al., 2021). This approach would facilitate extensification and increase the total agricultural land area, which in turn would enhance agricultural productivity. To improve readability, this second policy is illustrated in the following diagram:

Diagram 1.

Sustainable Food Farming Land Expansion Policy in Kediri City



Note. The policy for sustainable food farming land expansion in Kediri City by designating land as a public interest object, conducting inventory, acquisition, and ultimately extensification to increase productivity

Based on the description above, the process of agricultural land extension in Kediri City is expected to become easier. To date, the main obstacle has been the limited capacity of the state, at both central and regional levels, to create new food agricultural land (Viana et al., 2022). Rather than increasing agricultural lands, the total area has often decreased. Therefore, this new policy on agricultural land extensification has the potential to increase the number of food agricultural lands in Kediri City.

The third policy concerns changes to regulations on agricultural land conversion. Kediri City Regional Regulation Number 8 of 2019 on the Protection of Sustainable Food Crop Land provisions prohibiting the conversion of agricultural land. However, according to the author, some of these regulations require improvement. Several specific points for change are:

Figure 1

Changes in Regulations on Conversion of Agricultural Land

No	Article	Contents	Recommended Changes
1	30 verse (2)	The prohibition on conversion as referred to in paragraph (1) is an exception for conversion of LP2B in the context of: (a) for the public interest (b) provision of infrastructure damaged by natural disasters	As explained previously, LP2B must be included in the category of public interest. Therefore, this article is irrelevant. Even if LP2B is not included in the public interest, the conversion of agricultural land into a toll road should not be carried out.

			Considering that the amount of agricultural production continues to decrease, the existence of LP2B is necessary. Therefore, due to the whatever reason, the conversion should not be carried out.
2	Pasal 30 verse (3) dan verse (5)	(3) The transfer of LP2B function for public interest as referred to in paragraph (2) letter a is carried out in accordance with the provisions of applicable laws and regulations. (5) Regarding the transfer of LP2B function as referred to in paragraph (3), the Party making the transfer is obliged to replace the area of land that is being transferred.;	So far, the party that converts agricultural land for public interest is the state itself. And when the state procures land, there is almost never a replacement of new agricultural land. In many cases, what happens is that the state only provides compensation. Therefore, this regulation is irrelevant to the reality that occurs.
3	Pasal 31 verse (1)	Provision of replacement land for LP2B which has been converted as referred to in Article 30 paragraph (4) is carried out on the basis of land suitability, with the following provisions:	This regulation does not discuss the conversion of agricultural land by individuals. For example, a farmer sells his land to another person. It turns out that the person does not use his land for agricultural purposes. Instead, it is converted to something else. In many cases, the new owner is never asked to provide new agricultural land as a replacement, even though he has clearly converted the function of agricultural land.

Note. Regulatory changes on agricultural land conversion to tighten conversion bans and strengthen land replacement mechanisms.

Based on the table above, regulations regarding the conversion of agricultural land in Kediri City need to be revised. Key changes include: first, a clear reaffirmation that agricultural land conversion is prohibited under any circumstances; second, the establishment of mechanisms to address conversions carried out by new landowners. Such conversions, resulting from land sales, have often been difficult to detect and regulate.

Implications

The results of this study are expected to provide a strong basis for policy makers in formulating stricter regulations on agricultural land conversion. Such policies can reduce the conversion of agricultural land to non-agricultural uses, thereby supporting food security and the sustainability of the agricultural sector. Economically, the study highlights how land conversion affects farmers' income, food supply, and agricultural prices. These findings underscore the need for income diversification for farmers

affected by land conversion and the development of a technology-based agricultural sector to increase productivity on remaining land. Socially, the study reveals impacts such as changes in migration patterns, rural community life, and socio-economic instability due to loss of livelihoods. These insights are important for designing social assistance and training programs for affected farmers and for developing community-based solutions in land management.

Limitations and Suggestion for Further Research

This research can be developed by looking at the characteristics of other regions in Indonesia. With more regions conducting similar study, it is hoped that national awareness of the importance of urban food security will increase. Future research can also explore food security at rural and provincial levels, which have distinct characteristics. Additionally, subsequent studies have often focused on narrow factors, such as individual food choices or specific health outcomes, without considering broader social, economic, or environmental determinants of food systems, including food security, food deserts, and supply chain disruptions.

Conclusion

The study found several important findings. First, national agriculture, particularly in Kediri City, is in a concerning condition. Declining productivity, coupled with the reduction of agricultural land, hinders the achievement of urban food security. Second, the 3 in 1 policy model should be prioritized in Kediri City. Policies addressing farmer welfare, agricultural land extensification, and agricultural land conversion regulations must be implemented without delay.

The 3 in 1 Policy Model for improving Urban Food Security is a novel approach that has not yet been implemented by other regions or at the national level. Kediri City can serve as a pilot for this policy, which can later be adopted by other regions and central institutions. Conceptually, the model offers a strategic, integrative approach that links farmer welfare, land use policy, and food security in a single framework.

However, this policy is not without limitations. It does not fully address the conversion of agricultural land conducted by new landowners, a practice that frequently occurs in society. Therefore, the author hopes that subsequent research will further explore this issue to strengthen the comprehensiveness and applicability of the proposed policy model.

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