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

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Abstract:

Kediri City has experienced a massive increase in agricultural land conversion. Agricultural land conversion remains a severe problem in agrarian development locally and nationally. If existing agricultural land is continuously evicted and converted, the country's ability to produce food will continue to decline. Food security will also be increasingly difficult to achieve. According to previous research, farmer poverty is the leading cause of agricultural land conversion. This study recommends ideas on how agricultural land conversion does not continue to occur. The idea is in the form of an integrative 3 in 1 policy, which includes aspects of farmer empowerment, re-arrangement of extensification, and changes in conversion regulations. All three will be manifested in one sustainable agricultural policy. This research is empirical legal research with a sociological approach. It collected qualitative data from farmers in Kediri City and compared it with existing theories, laws, and regulations. The study shows that farmers still feel they have not received optimal empowerment. Farmers tend to convert land because farming no longer brings 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 seems to have begun to disappear. Various development concepts echoed by the government have eliminated this identity (Kharisma et al., 2020). Normatively, there are indeed many policies that seem to be national agricultural improvement programs. For example, the 2020-2024 Medium-Term Development Plan (RPJMN). As is known, the RPJMN is a derivative of the vision and mission of the elected President, so that it can be implemented during his 5-year leadership. The 2020-2024 RPJMN contains 7 priority development agendas. One of the agendas is "Strengthening Economic Resilience for Quality and Equitable Growth" (Muni & others, 2023). This agenda is further reduced in the form of program targets, one of which is the management of economic resources that include the fulfilment of food and agriculture as well as the management of maritime, marine and fisheries, water resources, energy resources, and forestry (Haryana & others, 2022).

At first glance, this RPJMN does provide an opportunity for the agricultural industry to develop further. However, this policy is not supported by other derivative policies that are in line. In other policies, it turns out that the government still tends to ignore this. Instead of focusing on improving the situation, the government has forgotten important and significant things in agricultural management. The issue of conversion of agricultural land, for example. The Ministry of Agriculture noted that at least 90 thousand - 100 thousand hectares of agricultural land were converted during the period 2020-2022. Agrarian conflicts arising from the conversion and lack of management of the agricultural sector are still very common. According to the records of the Agrarian Reform Consortium (KPA) in 2021, there were at least 935.5 hectares of agricultural land conflicts. Of these conflicts, no less than 80 Farming Families were involved (Nulhaqim et al., 2020).

In the context of Kediri City, this conversion of agricultural land also seems to occur in such a massive amount. According to Tirta Wijaya's records, citing the 2013 Agricultural Census by the Central Statistics Agency, the conversion of agricultural land in Kediri City reached 61,723 hectares each year. A number that is certainly considered high. The number of farming households also fell, reaching 3,930 households, or around 46.69% (Prayitno et al., 2020). In relation to this, there are 2 interesting studies to study. First, research from Hidayat and Rofiqoh. They conducted research in Kediri Regency, on the Conversion of Agricultural Land Functions during the period 2005-2016. According to him, the conversion of agricultural land was more due to the high development of industrial and housing areas, as well as the high GRDP (Gross Regional Domestic Product) Non-Agriculture in Kediri Regency (Hidayat & Rofiqoh, 2020). Second, research from Prayitno et al. The research team conducted research on the conversion of agricultural land in Batu Regency during the period 2014-2019. During that period, the determining factors for the conversion of agricultural land were 4 factors. Financial pressure factors, increasing land prices (so it is more profitable if sold), decreasing agricultural product prices, and the lack of

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 effort to realize national food independence. Because farmers are poor, there are several efforts to convert agricultural land by the farmers themselves (Shattuck et al., 2023). This conversion process can be done by selling agricultural land by peasant or converted independently by farmers. This has an impact on the decreasing amount of national agricultural land, which then has implications for the decreasing amount of national food production (Azadi et al., 2021). So, if the target of food independence is to be realized, there needs to be a clear improvement in the agricultural management system, so that farmers can be more prosper and conversion does not occur (Mora et al., 2020).

By looking at the social conditions of the community in Kediri City above, there needs to be a systematic and structured policy that can be used to overcome this problem. If the central government does not yet have a significant program and policy in agricultural development, Kediri City can take a role in providing a success story to other regions. So, with this background, the author is interested in conducting research entitled Model 3 in 1 Policy in Strengthening Urban Food Security in Kediri City. This policy model will later be a policy model in the agricultural sector of Kediri City, starting from the upstream to downstream sectors. It is hoped that this policy model will be able to improve the welfare of farmers in Kediri City, as well as ensure that food security in Kediri City can be achieved.

METHOD

As is known, there are 2 major views in legal research methods (Mignanelli, 2020). On the one hand, some assume that legal research is part of social research. On the other hand, some assume that legal research has a different regime from social research in general (Negara, 2023). So, according to this view, legal research also has its own characteristics, methods of approach, and procedures in studying a problem according to law. In this study, the author focuses on the first view, which the legal research as part of social research. So, in this study, the type of research that will be used is empirical legal research. Empirical legal research places legal issues as part of social issues. Empirical legal research is also used first to find out and identify the causes of the problems that occur, then to find out and identify the root of the problem, after which it ends by finding a method of solving the problem that is appropriate according to law.

The approach method used in this study is the Participatory Action Research (PAR) Method. PAR is an approach method in empirical research that involves collaboration between researchers and respondents in all stages of the study. This method will be used by the research team in order to obtain the true answer to the problem formulation that has been made previously. PAR will be used starting from the problem identification stage, joint planning, action implementation, to action evaluation (Cornish et al., 2023). All stages will involve farmers as the central source of agricultural land conversion. Input from farmers will be the basis for the implementation of the 3 in 1 Policy in Kediri City.

This study will use 3 methods of data collection, they are : by in-depth interviews with the informants, observation method that looks directly at the agricultural conditions in Kediri City, and conducting a literature review of the conditions that

occur and then linked to existing theories and laws and regulations. All research findings in the field will be used as a basis for formulating the concept of 3 in 1 policy that has been outlined at the beginning of this study.

This research was conducted in the Kediri City area, especially the area that has been used as a source of agricultural land. According to data from the Central Statistics Agency, the center of agricultural areas in Kediri City is focused on *Pesantren* District, with an area of around 1,088 hectares of agricultural rice fields in 2018 (Badan Pusat Statistik Provinsi Jawa timur, 2018). Therefore, this research will also focus on this area or sub-district. Primary data in this study obtained directly from respondents who are 5 farmers in *Pesantren* District, Kediri City. In addition, secondary data in the form of laws and regulations that support this research, as well as tertiary data in the form of books, journals, and other legal documentation.

RESULTS AND DISCUSSION

Result

One of the important points in determining the direction of development and work programs in a region is the determination of the Regional Medium-Term Development Plan (RPJMD). RPJMD is directed in such a way, to solve the problems experienced by the region. RPJMD which is valid for 5 years, is the crystallization of the work program of the elected Regional Head, which has been adjusted to the Regional Long-Term Development Plan (RPJPD) (Emilia et al., 2022). This RPJMD will later be reduced again in the annual program, and the annual program will be the basis for the region to determine the Regional Budget and Revenue and Expenditure Plan (APBD). So, in this construction, RPJMD has a central position because it will determine the direction of development of a region 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. In this RPJMD, there are 7 strategic issues that form the basis of the Kediri City government's work program for the next 5 years. In this new RPJMD, there is 1 additional strategic issue in Kediri City that is being resolved. The economic and public health recovery due to 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 contained in the existing RPJMD, those related to this research are about increasing trade, industry, agriculture, and fisheries. The Kediri City Government has understood that regional income from the Gross Domestic Product (GDP) of the agricultural sector is relatively small. This is due to the low number of agricultural lands in Kediri City. The Kediri City government also considers that increasing agricultural and fisheries productivity is part of the strategy to realize urban food security. However, the method used seems to be still not right.

This is evidenced by the number of farmers in Kediri City which shows an alarming number. According to records from the Central Statistics Agency, the number of farmers in Kediri City in 2018 reached 7,140 people. With details of 5,985 male, and 1,155 females (Badan Pusat Statistik Provinsi Jawa timur, 2018). This number places Kediri City as the area with the fourth lowest number of farmers among cities throughout East Java. In addition, another indicator that shows the failure of the

program being run is the decline in rice production in Kediri City. Rice production in 2023 was 8.27 thousand tons. This number decreased by 1.93 thousand tons or around 18.92 percent compared to the previous year. By this amount, the amount of rice used for food consumption was 4.98 thousand tons, or also decreased by 1.11 thousand tons compared to the previous year (Badan Pusat Statistik, 2024).

According to information obtained by the author, farmers are increasingly having difficulty in making a profit from farming. This difficulty occurred by some factors. Such as the high price of fertilizer, the scarcity of subsidized fertilizer, the increasingly expensive labour costs, plus the price of the harvest which decrease as the harvest season approaches. A farmer who did not want to be identified 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 to these farmers, there are indeed farmers who remain adamant about becoming farmers no matter what. He admitted that this profession has been passed down from his ancestors and will continue to be maintained at least until his generation is finished. For the choice of his child's job, it is free to the child concerned. 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, solely for the purposes of this research. Therefore, any information relating to respondents cannot be displayed by the research team, including photos and interview transcripts. However, based on this narrative, it is indeed apparent that there has been no real effort from the local government to improve the agricultural conditions in Kediri City. Therefore, starting from this condition, the author provides a new idea, in the form of a 3 in 1 Policy in strengthening urban food security in Kediri City. This idea includes aspects of farmer empowerment, re-arrangement of sustainable food agricultural land extensification, and changes in agricultural land conversion regulations. All of this will be explained in the next section.

Based on all the interviews that have been conducted, several facts were found in the field, such as:

Table. 1
Field Findings

No	Field Findings
1	Farmers are not prosperous. It makes 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.

Discussion

The issue of agriculture is indeed a strategic issue, which is not only discussed at the regional or national level (Akbari et al., 2022). More than that, the issue of agriculture has become a global issue, which is very important to pay attention to, especially because it is related to the availability of food for all mankind. The issue of food availability is a complex challenge and involves various factors (Clapp et al., 2022). Among them are issues of food security, climate change, population growth, and limited resources. The issue of food security is still a national and global issue. It is closely related to whether the country able to provide food for all citizens (Hidayanti et al., 2021). The food provided is not just limited to food that is sufficient. The food needed is food that must be safe and nutritious. Because it is also closely related to the issue of stunting and malnutrition in infants (Kerr et al., 2021).

Every day, the population growth in Indonesia is getting higher. According to BPS records, as of 2023, national population growth reached 1% per year. Meanwhile, the population of Indonesia has reached 270 million people. This means that if the population increases of 1% per year, then 2.7 million new births each year. This can also be interpreted as meaning that there are 2.7 million new people whose food needs must be met. Meanwhile, the amount of national food production does not reach that large a number. Rice for example. To meet the needs of 270 million Indonesians, national rice production is "only" in the range of 35-38 million tons per year. This amount is still considered insufficient, so that by 2022, the government will import up to 2 million tons of rice (Adni et al., 2022). If with 270 million people, this rice production is considered insufficient, what if we have to bear the additional burden of 2.7 million new residents.

This problem must be resolved. In fact, many national policies have been made. Law Number 18 of 2012, for example. This law regulates national policies in the food sector which include food security, distribution, and even consumer protection. Government Regulation Number 17 of 2015 is the same. This policy regulates food security and national food governance, including the formation of a coordination team at the central and regional levels. At the regional level, in Kediri City, there is Regional Regulation Number 8 of 2019 concerning the Protection of Sustainable Food Crop Land. This Regional Regulation regulates efforts to protect sustainable food crop land, protection and empowerment of farmers, and even financing, supervision and control (Rozaki, 2021). However, these policies have not been able to produce an increase in national food production levels, or food production in Kediri City.

The author has an idea about 3 in 1 Policy. This policy basically consists of 3 aspects. Aspects of farmer empowerment, re-arrangement of sustainable food crop land extensification, and changes in agricultural land conversion regulations (Rhofita, 2022). The main problem of the difficulty in increasing agricultural productivity, especially in Kediri City, is the high rate of conversion of agricultural land to non-agricultural land. This conversion problem, which has been found in the field, is caused by the low welfare of farmers (Hossain et al., 2020). Because farmers are not prosperous from farming, there is a tendency to sell their agricultural land. After being sold, the new owner converts the land into non-agricultural land. As a result, because the amount of agricultural land continues to decrease, the amount of agricultural

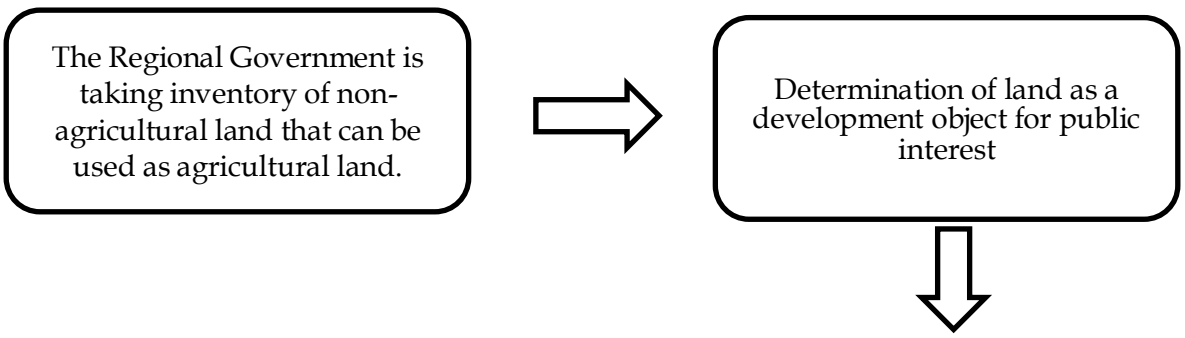
production also decreases. So, the first problem that must be resolved is the issue of farmer welfare. The Regional Government must create a program in such a way that shows that the state is present in the midst of the lives of these farmers. The problems complained about by farmers about the difficulty of fertilizer, the difficulty of irrigation, and the low price of commodities during the harvest season, need to be considered by the government.

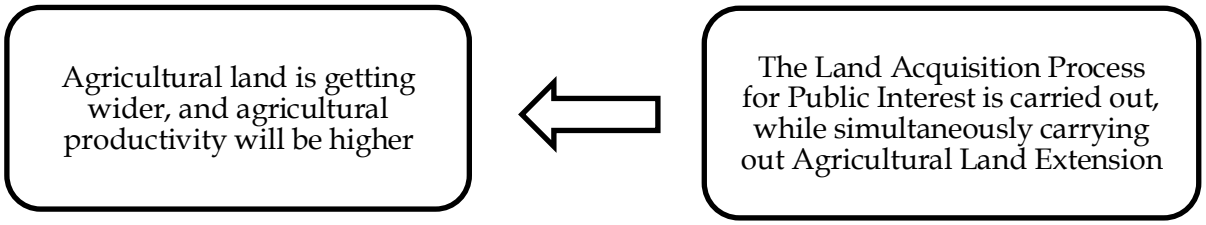
The second policy is the policy on the re-arrangement of agricultural land extensification. Development activities intensified by the Government of President Joko Widodo are protected through various policy packages that make it easier for the state to procure land for public interest. The policy package is well-known as the National Strategic Program (PSN) (Syawawi, 2021). PSN essentially states that every time the state needs land for public interest development or other infrastructure, the land must be released by the landowner. The state will provide sufficient compensation to the landowner if the land is released to the state. This concept is actually in accordance 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). So far, the social function of land has been interpreted as prohibiting landowners from using or not using land solely for their personal interests. Then, this idea developed, until an understanding was obtained that the social function of land is the basis for the state in procuring land for development in the public interest. For example, when the state builds a toll road (Isnaeni, 2020). Toll roads are categorized as public interest. So, when the state needs land for the construction of a toll road, every citizen whose land is affected by this development project is obliged to hand over their land to the state with sufficient for just compensation (Friedmann, 2020).

According to the author, with the same logic, the government should be able to open new agricultural land by determining the land as an object of public interest. The process of opening new agricultural land, or what is known as extensification (Ardani, 2020), will certainly be easier to do. Imagine if, for example, the Kediri City Regional Government has a plan to expand its agricultural land. In existing conditions, this agricultural land is not used for agricultural activities. However, because land acquisition for agricultural land development is part of the public interest, the landowner is obliged to hand it over to the state, with sufficient compensation (de LT Oliveira et al., 2021). If this can be done, then the process of extensification of agricultural land will be easy to do and the amount will be wider. If agricultural land is wider, agricultural productivity will also increase. To make it easier to read, this second policy will be described in the following diagram:

Diagram 1.
Sustainable Food Farming Land Expansion Policy in Kediri City





Based on the description above, it is expected that the process of agricultural land extension in Kediri City will be easier to do. So far, the obstacle has been the lack of state capacity, both at the central and regional levels, to produce or create new food agricultural land (Viana et al., 2022). Instead of increasing the number of new agricultural lands, what often happens is that the number of agricultural lands is decreasing. So, with the idea of this new agricultural land extension policy, it is an ability to increase the number of food agricultural lands in Kediri City.

The third policy is a change in regulations regarding the conversion of agricultural land. Kediri City Regional Regulation Number 8 of 2019 concerning the Protection of Sustainable Food Crop Land has emphasized several regulations regarding the prohibition of conversion of agricultural land. However, according to the author, some of these regulations still need to be improved. Several points of change that should be made 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	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

		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.;	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.

Based on the table above, there needs to be a change in regulations regarding the conversion of agricultural land in Kediri City. Some new arrangements that must be changed in the existing regulations are, first, it needs to be reaffirmed that there should be no conversion of agricultural land for any reason. Second, Further mechanisms need to be implemented regarding land conversion carried out by new owners. Or conversions carried out not by the previous landowners. Conversions are carried out by new landowners whose buying and selling processes and conversions have been difficult to detect.

Implications

The results of this study are expected to provide a strong basis for policy makers in formulating stricter regulations related to agricultural land conversion. Thus, existing policies can reduce the conversion of agricultural land to non-agricultural land, which in turn can maintain food security and the sustainability of the agricultural sector. From an economic perspective, the results of this study provide an overview of how land conversion can affect farmers' income, food supply, and agricultural prices. The economic implications suggest the need for diversification of income sources for farmers affected by land conversion, as well as the importance of developing a technology-based agricultural sector to increase productivity on the remaining land. This study can also reveal the social impacts of land conversion, such as changes in migration patterns, rural community life, and socio-economic instability caused by the loss of livelihoods. These social implications are important for designing social assistance and training programs for affected farmers, as well as developing solutions that involve community participation 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 the same research, it is hoped that it can create a national awareness of the importance of food security in the urban area. Then the following research can also discuss further about food security at the rural and provincial levels, which of course have their own characteristics. The next study also has focused on a narrow set of factors, such as individual food choices or specific health outcomes, without considering broader social, economic, or environmental determinants of food systems, such as food security, food deserts, or supply chain disruptions.

CONCLUSION

The study found several important findings. First, the condition of national agriculture, and especially in Kediri City, is in a worrying condition. The declining productivity, supported by the decreasing amount of agricultural land, is the cause of the difficulty in achieving urban food security. Second, the 3 in 1 policy model should be prioritized in Kediri City. Policies that include improving farmer welfare, changing agricultural land extensification regulations, and deregulation of agricultural land conversion must be implemented immediately.

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

However, this does not mean that this policy is without shortcomings. The idea of this policy has not fully considered the conversion of agricultural land carried out by new agricultural landowners. In fact, in many cases, this type of conversion is often found in society. Therefore, the author hopes that subsequent research can further explore this issue to strengthen the comprehensiveness and applicability of the proposed policy model.

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