

Implementation of Local Government Policy on Food Security Programs to Support the Sustainability of Farmers' Lives in Indonesia

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Abstract: The focus of this research is the implementation of the Tangerang Mantap Program in the development of the Agropolitan Area. In its implementation, the Tangerang Mantap Program in East Sepatan District encountered various problems such as the socialization of the Tangerang Mantap Program that did not involve all farmer groups; lack of facilities and infrastructure in agriculture; and the not yet running of the Horticultural Center. Researchers use the theory of public policy implementation according to Edward III. The purpose of the study was to determine the implementation process of the Tangerang Mantap Program in East Sepatan District. The research method used is descriptive qualitative method. Data obtained through observation, interviews and documentation studies. The data analysis process uses the model proposed by Miles and Huberman. Testing the validity of the data is done by triangulation and member check. The results showed that the implementation of the Tangerang Mantap Program in East Sepatan District had not run optimally, due to lack of competence and capability in human resources, agricultural infrastructure was not running optimally, coordination between farmer groups was not going well and lack of clarity of SOPs between farmers and the service as implementor. The recommendations that the researcher gave were the need for counseling and guidance to farmers, the need for maintenance of agricultural infrastructure and the need for clear SOPs from the agency or community level to be made.

Keywords: Implementation, Food Security, Tangerang Mantap.

INTRODUCTION

Tangerang Regency is one of the districts in Banten Province which has a fairly good agricultural system. Located in a low area, has fertile soil, and is suitable for agricultural use. However, along With the development of the Tangerang Regency area into an urban area, the Tangerang Regency area is experiencing a quite significant rate of land conversion compared to the Regency/City areas in the Banten Province area. . The Tangerang Regency Government has launched the "Leading Program" as a regional development program which is a monumental program based on strategic issues to directly boost the achievement of the Vision and Mission promoted by the Regional Head. This program is a strategic priority program oriented towards achieving development targets. There are 15 (Fifteen) Flagship Programs that have been launched by the Tangerang Regency Government, one of which is related to the agricultural sector, namely the Tangerang Mandiri Food Security Program (Tangerang Mantap).

As reported on TangerangNews.com (9/4/2020) Head of the Agriculture and Food Security Service, Aziz Gunawan, explained that the Tangerang Mantap Program was launched to realize food security through developing distribution and consumption availability subsystems, by utilizing resources realized through increasing agricultural productivity, empowering agricultural human resources and developing Agropolitan Areas with a focus on developing horticultural centers.

Based on Law Number 26 of 2007, an Agropolitan Area is an area consisting of one or more activity centers in a rural area as a system of agricultural production and management of certain natural resources which is demonstrated by the functional linkages

and spatial hierarchy of settlement system units and agribusiness systems. The development of agropolitan areas in the Tangerang Mantap Program is also one of the solutions to improving the economy of rural areas. The development of agropolitan areas will also save agricultural areas from the threat of land conversion that threatens Tangerang Regency. The Agropolitan Area Spatial Planning (RTR) is a comprehensive and multi-sector regional development plan which contains primarily regional structure plans with activity centers and hinterlands, development of infrastructure systems, development of agribusiness business systems, and also contains provisions for controlling the use of regional space. Agricultural businesses in prospective agropolitan area development locations are generally dominated by lowland rice cultivation. It was recorded that the area of rice plants reached 478.41 Ha and horticultural crops of 216.67 Ha. Based on land suitability analysis, land that can be developed for horticulture reaches 1,247.57 Ha. Thus, the prospective agropolitan development area has great potential for developing horticultural businesses. (IPB Regional Development Planning Study Center (P4W).

The agropolitan area that will be developed in Sepatan District, East Sepatan District and Pakuhaji District, Tangerang Regency has the theme "Sustainable Horticulture Area" with superior horticultural commodities. These three sub-districts will be used as pilot projects for other sub-districts in implementing the Tangerang Mantap Program in terms of developing agropolitan areas. In realizing the agropolitan area development plan, a regional development master plan is needed, one of which is dividing the agropolitan area into three blocks, namely Block A, Block B and Block C.

Based on Regional Regulation Number 13 of 2011 concerning the Tangerang Regency Regional Spatial Plan for 2011-2031, the Sepatan and East Sepatan Districts are areas that have been designated as Agropolitan Areas with a land area of approximately 3,638 hectares.

East Sepatan District is one of the Districts that will be used as a pilot project for other Districts in implementing the Tangerang Mantap Program. East Sepatan District is also an Agropolitan Area which has an agricultural land area of 1,024 hectares. Based on 2020 BPS data, East Sepatan District in 2019, horticultural agricultural products, especially green vegetable commodities, produced the highest, namely 12,910 quintals.

Based on initial observations and interviews conducted by researchers, there are several problems in implementing the Tangerang Mantap Program in East Sepatan District, namely as follows.

First, the socialization of the Tangerang Mantap Program did not involve all Farmer and Farmer Groups in East Sepatan District. Socialization is the first step in implementing the program. The socialization process greatly influences the sustainability of the program.

Second, there is a lack of facilities and infrastructure in agriculture, such as cultivators and water channels that do not operate optimally. These facilities and infrastructure are very important to increase productivity and production in agriculture. Apart from that, seeds are also a very important tool in agriculture. The provision of types of seeds by extension workers to farmers does not take into account the climate or weather conditions.

Third, the Horticulture Center (Pustura) which will become a post-harvest storage place or warehouse has not yet been implemented. This Horticulture Center (Pustura) will be a place for sorting vegetables for farmers. which will then be packaged and distributed to modern markets or supermarkets.

To analyze problems in the implementation of the Tangerang Mandiri Food Security (Tangerang Mantap) Program in Sepatan Timur District, Tangerang Regency, researchers used the theory of public policy implementation from Edward III in Agustino (2014: 149). According to Edward III, there are four variables that really determine the success of implementing a policy, namely:

- 1) Communication, according to him further, determines the success of achieving the goals of implementing public policy. Effective implementation occurs when decision makers already know what they are going to do. In communication there are three aspects that are assessed, namely transmission, clarity and consistency.

- 2) Resources, even though the contents of the policy have been communicated clearly and consistently, if the implementor lacks the resources to implement it, then implementation will not be effective. These resources can take the form of human resources, financial resources, or resources in facilities and infrastructure or facilities to support policy implementation.
- 3) Disposition is the attitude of policy implementers. If the implementor has a good disposition, then the implementer can carry out the policy well in accordance with what the policy maker wants. When implementors have poor attitudes or responses, the policy implementation process will be ineffective.
- 4) Bureaucratic Structure: The organizational structure tasked with implementing policies has a significant influence on policy implementation. The most basic structural aspect of an organization is carrying out Standard Operating Procedures (SOPs) and Fragmentation.

RESEARCH METHODS

According to Sugiyono (2017:2), research methods are a scientific way to obtain data with specific purposes and uses. Furthermore, in a broad sense, Sugiyono explained that research methods are scientific methods for obtaining valid data, with the aim of finding, developing and proving certain knowledge so that it can in turn be used to understand, solve and anticipate problems.

This research is proposed to analyze and reveal the phenomenon regarding the implementation of the Tangerang Mandiri Food Security Program (Tangerang Mantap) in the development of the Agropolitan area in East Sepatan District using descriptive qualitative methods. Through this descriptive qualitative research, the researcher only attempted to describe the problems and gaps between theory and reality in the field "Implementation of the Tangerang Mandiri Food Security (Tangerang Mantap) Program in Sepatan Timur District, Tangerang Regency".

DATA PROCESSING AND ANALYSIS TECHNIQUES

Without knowing data collection techniques, research will not obtain data that meets the specified data standards. The data collection techniques in this research are as follows:

1. Interview

Is the process of collecting data or information through face-to-face contact between the person asking (interviewer) and the party being asked or answering (interviewee) (Sudjana in Satori and Komariah, 2010:130). The data collection technique by means of interviews in this research is in-depth interviews.

2. Observation

The observation technique used in this research is non-participatory observation.

3. Documentation

The data collection technique with documentation is collecting data obtained through documents. Documentation study is the collection of research data obtained from statutory regulations, reports, notes as well as collecting documents and analyzing them that are relevant to the problem being studied.

During the process in the field, researchers used data analysis proposed by Miles and Huberman (2009: 20) which consists of:

1. *Data Collection*

Data collection is the process of entering the research environment and collecting research data. This is the initial stage that must be carried out by researchers so that researchers can obtain information about problems that occur in the field using data collection techniques such as interviews, observation and documentation.

2. *Data Reduction*

Data obtained by researchers in the field through interviews, observation and documentation is simplified by summarizing, selecting and focusing the data on things that are in accordance with the research objectives. Researchers carry out data reduction by sorting, categorizing and making abstractions from field notes.

3. *Data Display*

In qualitative research, data presentation can be done in the form of brief descriptions, charts, relationships between categories, flowcharts, and the like. Data presentation is designed to combine information that is arranged in a coherent form, thereby helping researchers understand what is happening in planning the next action to be taken.

4. *Conclusion Drawing/ Verification*

The final step in qualitative data analysis according to Miles and Huberman is drawing conclusions and verification. Based on the data that has been reduced and presented, the researcher makes conclusions that are supported by strong evidence at the data collection stage. Conclusions are answers to the formulation of problems and questions that have been expressed by researchers from the start.

DATA VALIDITY TEST

In qualitative research, data validity testing is known. In this research, testing the validity of the data was carried out in two ways, namely the triangulation method and conducting a member check.

According to Moleong (2017:330) triangulation is a technique for checking the validity of data that utilizes something else. The most widely used triangulation techniques are source examination, technical triangulation and time triangulation. This research uses source triangulation, namely testing credibility through several sources. Then what is meant by member check is the process of checking the data obtained by the researcher with the data provider. The aim is to find out how far the data obtained matches what was provided by the data provider.

DISCUSSION

1. Communication

According to Edward III (in Agustino, 2014: 149-152) there are three important things in the policy communication process, namely transmission, consistency and clarity. In communication, it is necessary to convey clear information to policy implementers to avoid miscommunication between policy makers and policy implementers. The communication carried out is a way of conveying policies to policy implementers or target groups through socialization.

The Tangerang Mandiri Food Security (Tangerang Mantap) program is implemented by holding a Focus Group Discussion (FGD) involving several stakeholders. The stakeholders involved include the Tangerang Regency Regional Development Planning Agency, the Tangerang Regency Agriculture and Food Security Service, the Agricultural Extension Center, District Heads, and Farmer Groups. The Focus Group Discussion (FGD) process was also carried out with the IPB Regional Planning and Development Study Center (P4W), which is a companion to the Tangerang Mandiri Food Security (Tangerang Mantap) Program.

Socialization was also carried out at the Agricultural Extension Center and Village Office. Socialization efforts continue to be made to farmers through extension workers in the field during visits and assistance.

In the process of socializing the Tangerang Mantap Program in East Sepatan District, the objectives and standards of success related to the program were conveyed. The research results of Murty et al (2016) explain that farmers' lack of understanding of the program and the goals of the program will hinder the success of program implementation.

The socialization process for the Tangerang Mantap Program has been carried out well because the program has been communicated by the Tangerang Regency Agriculture and Food Security Service to all related parties and to the community/farmers who are the target group of the program. Communication is conveyed clearly to all parties, especially the community/farmers as the target group. All matters relating to the program such as objectives, success standards and agropolitan area development plans have been clearly informed. The program target group, in this case the community/farmers, understands the objectives and standards for the success of the program as well as plans for developing Agropolitan Areas with a focus on horticulture.

Based on the description above, the researcher can conclude that the communication aspect has gone well. The communication carried out to all parties was well conveyed, the objectives and standards of success related to the program were well conveyed. And the outreach carried out by the extension workers to the farming community also went well. The community knows the goals and standards for success of the Tangerang Mantap Program. This shows that the communication carried out is clear enough.

2. Resource

Edward III (in Agustino, 2014: 149-152) stated that human resources are the main thing in implementing policies. One of the failures that often occur in policy implementation is due to human resources being inadequate, inadequate or incompetent in their field. Apart from that, other resources such as finance, facilities and infrastructure are also no less important to support the implementation of policies.

During the implementation of the Tangerang Mantap Program in East Sepatan District, it was discovered that the number of human resources was sufficient. However, the level of competency and capability of human resources still needs to be improved, both from extension workers and farmers. Mindset and also

Farmers' knowledge in cultivating horticultural crops still needs to be improved. This was also revealed in Febriana's (2019) research that the quality of farmers' human resources is still low and the farmers' mindset is only focused on aid which will hinder increasing food security.

Other resources that support successful program implementation are financial resources. The budget for the Tangerang Mantap Program in East Sepatan District comes from the Regional Revenue and Expenditure Budget (APBD) which is managed by the Tangerang Regency Agriculture and Food Security Service. The budget is used to carry out outreach, mentoring and also to meet the needs for facilities and infrastructure in agriculture, such as providing machinery, seeds and fertilizer.

Farmers in East Sepatan received financial assistance in the form of agricultural machinery (alsintan). The types of agricultural machinery (machinery) provided are three-wheeled motorbikes, pantek wells, handsprayers, cultivators and water pumps. It is hoped that the provision of this machine tool will increase agricultural productivity. Research by Saliem et al (2015) (in Aldillah,

2016) explains that the use of machine tools in a fairly wide area provides several benefits in the form of saving time, reducing the use of labor, reducing costs, increasing productivity and reducing yield losses.

Other assistance provided to support the Tangerang Mantap Program is seeds and fertilizer which is carried out at the end of the year but is given uncertainly each year. Seeds and fertilizer are provided by the Department of Agriculture and Food Security through the Agricultural Extension Center and handed over to each farmer group.

Apart from that, irrigation channels, which are important infrastructure in agriculture, also operate less than optimally. Even though farmers have been provided with pantek wells and water pumps, irrigation channels are still very necessary because if the irrigation channels run optimally it will not only increase agricultural productivity, but also help reduce farmers' costs of buying fuel for water pumps.

Another problem occurs on agricultural land in East Sepatan. East Sepatan District is close to the airport and Tangerang City. This results in a reduction in productive land around the international airport because it is often used as a residential area. Many existing agricultural lands are currently owned by developers. This was also revealed in Febriana's (2019) research that irrigation channels are not evenly distributed and many irrigation channels are not well maintained, and there is also land conversion due to many public needs such as for the construction of toll roads, and also a lot of land being sold, because most farmers are sharecroppers, not owner farmers, this is a threat to increasing food security.

Another facility planned to support the Tangerang Mantap Program in East Sepatan District is the Horticulture Center Building (Pustura). The Pustura Building was planned to be built in 2020, but was hampered by the Covid-19 pandemic. Finally, the Pustura Building was built in August 2021. This Pustura building is a place for post-harvest vegetable washing, packaging, storage and distribution.

Based on the description above, researchers can conclude that the resource aspect is not running optimally. This can be seen from human resources who are still not competent and capable in implementing the Tangerang Mantap Program, where these human resources are the main resource in implementing policies.

Apart from that, the facilities that support the implementation of the Tangerang Mantap program are still not optimal. Such as inadequate irrigation channels and agricultural land which continues to narrow due to changing functions and the erratic provision of fertilizer and seeds to farmers, this will affect agricultural productivity results.

3. Disposition

In this third aspect, the attitude of policy implementers is a factor that has important consequences for effective policy implementation. According to Edward III (in Agustino, 2014: 149-152) if the implementation of a policy is to be effective, then policy implementers must not only know what will be done but must also have the ability to carry it out, so that in practice there is no bias. In the Tangerang Mantap program in East Sepatan District, the implementers behaved well because they supported and responded well to the Tangerang Mandiri Food Security Program (Tangerang Mantap).

Research conducted by Alfia (2016) revealed that good compliance and responsiveness from both the implementer and the target group made the implementation of the program to increase food security easier. The more compliance and higher the responsiveness of both the implementer and the target group, the easier it will be for a policy to be implemented. The implementers of the Tangerang Mantap program carried out their duties quite well, such as the supervision carried out in the Tangerang Mantap Program in the East Sepatan District was carried out by extension workers in the field for farmers. Supervision is carried out on the use of agricultural tools that have been given to farmers, where these agricultural tools are incentives given to farmers to support the implementation of the Tangerang Mantap Program. Apart from that, supervision is also carried out to monitor the condition of farmers' crops. Supervision is carried out at the same time as the instructor's scheduled visits to the field, namely once every two weeks. Extension agents also always respond and respond well to the complaints and needs of farmers in the field.

Based on the description above, the researcher can conclude that the disposition aspect is going well. This can be seen from the attitude of implementers who support and respond well to the Tangerang Mantap Program. By carrying out ongoing supervision by extension workers to farmers regarding agricultural equipment and also the condition of the farmers' plants. And also the attitude of Extension Officers who respond well to complaints from farmers in the field.

4. Bureaucratic Structure

In this fourth aspect, according to Edward III (in Agustino, 2014: 149-152) there are two characteristics that boost the performance of the bureaucratic structure in a better direction, namely Standard Operating Procedures (SOPs) and Fragmentation. According to Edward III, SOPs are routine activities that enable policy implementers to carry out their activities every day in accordance with established standards. Standard Operating Procedures (SOPs) in the Tangerang Mantap Program carry out socialization in the initial stage, after that explore the potential that exists in the Agropolitan Area, then implement it in the field. Followed by coaching and supervision. Meanwhile, the understanding of the extension workers regarding the Standard Operating Procedures (SOPs) of the Program is that the extension agents only carry out their main duties at the stage of counseling and coaching farmers.

Meanwhile, for farmers there is no clarity regarding Standard Operating Procedures (SOPs), farmers only carry out what they are told. In the Tangerang Mantap Program there is no clarity on Standard Operating Procedures (SOPs) between farmers and the agencies as implementers. The absence of clarity on SOPs was also revealed in research by Murty, et al (2016) that the lack of SOPs for program implementation was an obstacle in the success of program implementation, so that there was no clarity on the SKPD responsible for implementing a program, when to implement a program, when to carry out activities and how to implement them so that evaluation of programs that were already running could not be carried out, there were overlapping programs so that the impression of regional development was unclear and the level of program success was difficult to measure.

The bureaucratic structure also requires fragmentation. According to Edward III, the implementation of fragmentation is an effort to spread responsibility for employee activities or activities among several work units. In the distribution of responsibilities for the Tangerang Mantap Program in East Sepatan District, the leading sector for the Tangerang Mantap Program is the Tangerang Regency Agriculture and Food Security Service, whose basic activities are in the Food Crops and Horticulture Sector. Meanwhile, for extension workers, there is a division of responsibilities for each village. But in its implementation, everyone is involved and synergized with each other. Farmer groups in each village have their own organizational structure and division of responsibilities. However, at the Gapoktan level (a combination of farmer group leaders) things are not going well. Coordination is not going well at the Gapoktan level. Researchers found that there was jealousy between Gapoktan and Poktan because the provision of aid was not evenly distributed, resulting in poor coordination between the two.

Based on the description above, researchers can conclude that the bureaucratic structure is not yet running optimally. This is because there is no clarity on Standard Operating Procedures (SOPs) between farmers and the agencies as implementers. This also makes farmers confused about the continuation or sustainability of the Tangerang Mandiri Food Security (Tangerang Mantap) Program in East Sepatan District. The division of responsibilities at the Gapoktan level is not going well. And also coordination between farmer groups which should be under the Chair of Gapoktan is not running as it should.

RESEARCH FINDINGS

The following are some research findings:

1. The standard of success for the Tangerang Mantap Program in East Sepatan District will be achieved if the competency and capability of human resources increases in cultivating horticultural plants.

2. The goal of the Tangerang Mantap Program will be achieved if agricultural infrastructure such as irrigation channels and agricultural land can run optimally.
3. Unequal access to machinery assistance has given rise to jealousy which ultimately results in poor coordination between Gapoktan and Poktan in East Sepatan District.
4. The successful implementation of the Tangerang Mantap Program depends on clarity of Standard Operating Procedures (SOPs) between farmers and the agency as implementor.

CONCLUSION

Based on the research results and findings in the field, the final conclusion regarding the implementation of the Tangerang Mandiri Food Security Program (Tangerang Mantap) in Sepatan Timur District, Tangerang Regency has not run optimally, the theory that researchers use is the theory of public policy implementation according to Edward III (in Agustino, 2014:149-152). In this theory, there are 4 (four) aspects that influence the performance of public policy implementation, namely communication, resources, disposition and bureaucratic structure. From these four aspects, the Tangerang Mandiri Food Security (Tangerang Mantap) Program in Sepatan Timur District, Tangerang Regency has not run optimally, especially in the aspects of resources and bureaucratic structure.

In the resource aspect, it is known that human resources in program implementation are still inadequate in terms of competence and capability, this will affect the achievement of program success standards. Infrastructure that supports program implementation is also still inadequate. From irrigation channels that are running less than optimally, agricultural land that is getting narrower and erratic provision of seeds and fertilizer, this will also have an impact on success in achieving program objectives.

Meanwhile, in the aspect of bureaucratic structure, there are no clear Standard Operating Procedures (SOPs) between farmers and the department as implementers. This will cause program implementation to run with bias and impact the success of program implementation. Apart from that, the division of responsibilities at the Gapoktan level is not going well. Coordination between farmer groups, which should be under the leadership of the Gapoktan Chair, is not working as it should, this is due to jealousy caused by unequal access to machine tool assistance provided.

SUGGESTION

Based on the conclusions above, the researchers put forward several suggestions as recommendations for the Tangerang Mandiri Food Security (Tangerang Mantap) Program in East Sepatan District, including:

1. The Department of Agriculture and Food Security, especially the Agricultural Human Resources Development and Extension Sector, needs to provide training and guidance to farmers regarding planting patterns in crop cultivation.
2. The Department of Agriculture and Food Security, especially the Agricultural Infrastructure and Facilities Section, needs to maintain irrigation channels so that they are not damaged and run optimally to agricultural land.
3. The Department of Agriculture and Food Security needs to collect data and map Sustainable Food Agricultural Land (LP2B) areas in areas that will be used as Agropolitan Area Development.
4. The Department of Agriculture and Food Security needs to provide equal access to machinery assistance to each Gapoktan and Poktan to avoid jealousy which will result in poor coordination between Gapoktan and Poktan.
5. It is necessary to make clear and written statements regarding Standard Operating Procedures (SOPs) both at the agency and community level in implementing the program so that it runs without bias and achieves the predetermined targets.

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