



Collaborative Governance: Re-Enactment Share Understanding in the Process of Agricultural Food Management in Karawang Regency

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Abstract

Sustainable Food Agricultural Land Protection is a system and process in planning, developing, utilizing, controlling, and monitoring agricultural land that is determined to be consistently protected in order to produce staple food for national food security. Currently, food agriculture land in Karawang Regency is increasingly under threat along with the rapid development of the industrial sector in the area and threats from the surrounding area. Not only because of the conversion into industrial land, but the existence of factories around it also threatens soil fertility and water quality due to the factory waste itself. The focus in this paper is how the Karawang Regency Government carries out Collaborative Governance in protecting sustainable food agricultural land. In this study, the authors used a qualitative method with a phenomenological approach. The purpose of this research is to explain how to study and analyze the implementation of policies on the protection of sustainable agricultural land with one of the stages of collaborative governance from Ansell and Gash, namely share understanding. The results showed that the Government of Karawang Regency has succeeded in conducting share understanding in collaborative governance well because it has the same goal, namely to create national food security. Openness and interdependence with each other foster a sense of understanding. However, the community's understanding regarding PLP2B is felt to be lacking because they have not received good socialization from the Karawang Regency Government.

Keywords: Collaborative Governance, Protection of Sustainable Food Agricultural Land, Local Government

1. Introduction

The agricultural sector has a big role for a country (Picard and Zeng, 2005; Fitz-Koch et al., 2018). Agriculture is also very important because it plays a role as a source of food security (Saptutyningasih et al., 2020; Ibrahim and Mazwan, 2020; Barichello and Patunru, 2009; Neilson and Wreight, 2010). Therefore, all people and the government must of course continue to maintain and maintain the existence of agricultural land in order to be sustainable. Food agriculture land continues to undergo conversion due to several factors. Meanwhile, the need for food itself, which is a source of energy for humans to support their lives, continues to increase along with population growth. To respond to this, the government has made a policy so that inequality does not occur. The government enacted Law Number 41 of 2009 concerning the Protection of Sustainable Food Agricultural Land, hereinafter known as the PLP2B Law. Karawang Regency is one of the areas experiencing this condition. The second largest rice producing area in Indonesia and known as the national rice barn has begun to change the function of agricultural land (Panuju et al., 2013; Bashir and Yuliana, 2019; Pasaribu, 2010). The data shows that there has been a decrease in the area of agricultural land from year to year in Karawang Regency.

With the existence of the Karawang Regency Regional Regulation No.1 of 2018 concerning the Protection of Sustainable Food Agricultural Land (PLP2B), the existence of agricultural land in Karawang Regency is protected. There are about 85,339 Ha of protected land for the agricultural sector and 1,914 Ha as agricultural reserves. This is in accordance with the central government policy which supports the target of each region to maintain and conserve agricultural food land with national food security. In its implementation, the Regional Regulation is not yet perfect because there are no clear further regulations regarding the protection of sustainable food agriculture land in Karawang Regency. In following up on this matter, the Karawang Regency Government did not prepare enough and was not alert, thus hampering the formulation of Regent Regulations and other regulations and activity programs. In

addition, communication with the community is considered less than optimal in its implementation. The conversion of land functions also tends to increase and the amount of agricultural land continues to decline.

To assist in the writing and research of this, a review of previous research that has similar themes or symptoms is needed to serve as a basis and reference, especially to find the "state of the art" research. First, a research conducted by Satria et al. (2018) entitled "Strategies for Sustainable Food Agricultural Land Protection in Bogor Regency". The purpose of this study is to formulate a strategy for the Bogor Regency Government through a strategy to control the conversion of land for sustainable food agriculture in order to meet food sufficiency levels and protect against land conversion rates. To achieve the research objectives, this study uses descriptive analysis and Analytical Hierarchy Process (AHP) methods. The results show that in its implementation, there is a lack of collaboration between each sector in protecting sustainable food agriculture land. Therefore, this study provides recommendations in the context of a control strategy, one of which is that there must be a joint commitment between the parties involved.

The second research reference is a research conducted by Handari (2012) from Diponegoro University entitled "Implementation of Sustainable Food Agricultural Land Protection Policy in Magelang Regency". This study aims to examine the implementation and the factors that influence it and the strategy for its achievement. This type of research is descriptive with a mixed method. One of the findings of this study is that the implementation of sustainable agricultural land protection requires coordination and cooperation between related agencies, considering that the problem of agricultural land is a cross-sectoral problem both in its technical and implementation context.

Third, the research entitled "Involvement of Actors in Control of Agricultural Land Conversion (Case Study in Tabanan Regency, Bali Province)" by Widhianthini et al. (2016). The purpose of this research is to find out how the roles of government, private or investor actors, and local communities / local institutions in land resource management so that agricultural land conversion can be prevented. The analysis used is stakeholder analysis which is an instrument to understand the social and institutional context of a particular program or activity. One of the findings of this research is that the collaboration process between each stakeholder has taken place in controlling the conversion of agricultural land, it's just that there is a striking difference where the collaboration between the government and the private sector tends to have economic motives, in contrast to the community and local institutions that still maintain their indigenous knowledge in order to control the conservation of agricultural land.

By examining research that has been done by other people, it will enrich the perspective of a phenomenon to be studied. The richer the point of view you have, the more you will be able to see gaps from previous research. The development of science that is dynamic in nature and changes every time is one of the reasons researchers took this research topic, given the lack of collaborative governance studies and research in the context of the interests of protecting sustainable food agricultural land. This study focuses on collaboration between related government agencies and external parties, namely academics, the private sector and the farming community in the context of implementing the PLP2B policy in Karawang Regency. This collaboration aims to create commonalities and mutual understanding in carrying out their respective duties and functions in protecting sustainable agricultural food land. This study aims to examine and analyze the implementation of policies on the protection of sustainable food agricultural land in Karawang Regency. In addition, the purpose of this study is to analyze and describe the share understanding of collaborative governance in the protection of sustainable food agriculture in Karawang Regency.

Collaborative governance is one of the conceptual and scientific developments of governance (Ansell and Gash, 2008; Newman et al., 2004; Rasche, 2010). Collaboration means collaboration or cooperation in general is a form of interaction, a compromise of two or more elements, both individuals and groups, including between government agencies, in order to achieve a common goal. Ansell and Gash in *Collaborative Governance in Theory and Practice* (2007) define that collaborative governance is a series of arrangements in which one or more public institutions directly involve non-governmental stakeholders in the formal, consensus-oriented and negotiated policy-making process aimed at to create or implement public policies or administer programs or assets.

In its implementation, collaborative governance requires a process in order to achieve its goals. The collaborative governance process is carried out through stages which are important to be considered as a strategy in managing government affairs. This research uses the process of the share understanding stage or shared understanding. In a collaborative governance process, stakeholders must develop a common understanding of what will be achieved later. Share understanding must be created by agreeing on what is the result of mutual agreement to achieve a common goal as well. Sharing understanding can be described as a common mission, common goals, common objectivity, common vision, common ideology, and others. Sharing understanding implies mutual agreement to interpret and interpret a problem. The indicator in the share understanding stage is Clear Mission, which has a clear mission, Common Problem Definition, which is having common problems that are understood and Identification of Common Values, which is identifying values or results in an activity.

This research tries to understand the various meanings of a social phenomenon, so this research includes the flow referred to by Creswell (2010) as a constructivism paradigm. The design of this research method uses a type of qualitative research with a phenomenological approach. Through this research, the researcher tries to understand deeply about how the collaborative governance process takes place in protecting sustainable agricultural food land in Karawang Regency. Therefore, the authors use qualitative research methods. With the qualitative method, it is expected to be able to provide a detailed description of a phenomenon that is difficult to convey with quantitative methods. This research was conducted at the Karawang Regency Agriculture Office, the Karawang Regency Public

Works and Spatial Planning Office, the Karawang Regency Land Office and the Karawang Regency Regional Development Planning Agency.

2. Materials and Methods

The research method used by researchers in this study is a quantitative approach. Qualitative research is research that is used to examine the conditions of natural objects, where the researcher is the key instrument. The purpose of qualitative research is to explain an existing phenomenon by means of data collection which shows the importance of the depth and detail of the data being studied. Data collection was carried out at the Karawang Regency Agriculture Office, the Karawang Regency Public Works and Spatial Planning Office, the Karawang Regency Land Office and the Karawang Regency Regional Development Planning Agency. Based on the data that has been obtained, an analysis is carried out on how the collaborative governance process takes place in protecting sustainable agricultural food land in Karawang Regency.

3. Results and Discussion

The Regional Government of Karawang Regency in planning the Protection of Sustainable Food Agricultural Land will form a policy in the form of a Regent Regulation, planning activity strategies, activity programs, and realization of financing plans. The planning is based on population growth, the need for population food consumption, productivity growth, national food needs, the availability of agricultural food land, scientific development, and farmers' deliberations.

Table 1. Area of Plan for LP2B and LCP2B in Karawang Regency

No	Sub-district	LP2B Area (Ha)	LCP2B Area (Ha)	Total (Ha)
1	Banyusari	3,889.71	0.38	3,890.09
2	Batujaya	4,276.50	-	4,276.50
3	Ciampel	54.78	-	54.78
4	Cibuaya	5,817.42	4.69	5,822.11
5	CimalayaKulon	4,603.04	-	4,603.04
6	CimalayaWetan	5,375.61	3.91	5,379.52
7	Cilebar	5,539.65	-	5,539.65
8	Jatisari	3,608.31	-	3,608.31
9	Jyakerta	2,912.22	-	2,912.22
10	West Karawang	1,465.99	-	1,465.99
11	East Karawang	1,028.15	7.59	1,035.74
12	Klari	276.84	-	276.84
13	Kotabaru	569.39	11.85	581.24
14	Kutawaluya	4,452.35	3.17	4,455.52
15	Lemahabang	3,985.68	8.60	3,994.28
16	Majalaya	1,119.85	-	1,119.85
17	Pakisjaya	3,082.72	-	3,082.72
18	Pangkalan	1,692.10	289.90	1,982.00
19	Pedes	5,304.13	-	5,304.13
20	Purwasari	267.73	-	267.73
21	Rawamerta	3,877.34	-	3,877.34
22	Rengasdengklok	1,716.92	-	1,716.92
23	Telagasari	3,512.03	-	3,512.03
24	Tegalwaru	1,472.76	1,460.61	2,933.37
25	Telukjambe Barat	1,509.33	117.87	1,627.20
26	TelukjambeTimur	209.02	-	209.02
27	Tempuran	6,682.75	-	6,682.75
28	Tirtajaya	4,756.97	-	4,756.97
29	Tirtamulya	2,280.55	6.05	2,286.60
	Total	85,339.86	1,914.62	87,253.48

Source: Album of PLP2B Plan Map for Karawang Regency 2017

The Regional Government of Karawang Regency through the Regional Apparatus in charge of agriculture and land compiles a plan for Sustainable Food Agricultural Land Protection. They collaborated together to carry out the plan. Relevant agencies in implementing PLP2B are the Karawang Regency Agriculture Service as the main focus in sustainable food agricultural land management, the Karawang Regency Kantah National Land Agency, the Karawang Regency Public Works and Spatial Planning Office, and the Karawang Regency Development Planning Agency. In addition, the farming community and land owners are involved in the preparation of PLP2B plans as parties who will be affected by the policy. The Regional Government has determined Sustainable Food Agricultural Land and Sustainable Food Farming Land, where the land area is 87.253 Ha. The division is PLP2B land with an area of 85.339 hectares, while the reserve land is 1,914 hectares. The complete data on the area of sustainable food agriculture can be seen in Table 1.

In carrying out the development of Sustainable Food Agricultural Land Protection, the Karawang Regency Government is optimizing sustainable food agriculture land with intensification and identification. Intensification is carried out by increasing soil fertility, improving seed quality, preventing and controlling pests and diseases, increasing and developing irrigation, developing agricultural innovation, agricultural extension, certification and promotion of products and access to capital. Meanwhile, the extension of agricultural land is carried out by printing Sustainable Food Agricultural Land, utilization of abandoned land and former forest areas that have not been granted land rights in accordance with the provisions of statutory regulations and the conversion of non-food agricultural land to Sustainable Food Agricultural Land.

In a collaborative governance process, stakeholders must develop a common understanding of what will be achieved later. Share understanding must be created by agreeing on what is the result of mutual agreement to achieve a common goal as well. Sharing understanding can be described as a common mission, common goals, common objectivity, common vision, common ideology, and others. Sharing understanding implies mutual agreement to interpret and interpret a problem. The indicator in share understanding is Clear Mission, which has a clear mission, Common Problem Definition, which is having common problems and Identification of Common Values, which is identifying values or results in an activity.

In providing a shared understanding or share understanding, the Karawang Regency Government has implemented the concept of a clear mission, which is to have a clear mission in protecting agricultural food land with the aim of creating national food security. In this case, the Agriculture Office of Karawang Regency, BPN Kantah of Karawang Regency, Bappeda of Karawang Regency and PUPR of Karawang Regency have agreed that the goal of protecting sustainable food agricultural land is to create national food security. In the process of gaining mutual understanding, there are no obstacles in carrying out the collaboration. In this case, the Karawang Regency Government has succeeded in sharing understanding in collaborative governance.

The Karawang Regency Government has also implemented the concept of identification of common values where the value obtained in the mutual understanding between the parties involved in the protection of agricultural food land in Karawang Regency is interdependence with one another. It can be seen that in the agenda of the coordination meeting, related parties provide data information related to sustainable food agriculture land and the progress of the work being carried out. The results of the identification of values created are the PLP2B Plan Map Album which will later be used as a reference in the handling of agricultural land in Karawang Regency. In addition, it can also be used as a reference for carrying out further activities, namely the preparation of Regent Regulations, Formulation of Activity Programs, and Realization of Financing Plans in the protection of sustainable agricultural food land in Karawang Regency.

In the concept of Common Problem Definition or general problems, the Karawang Regency Government in protecting sustainable food agricultural land knows the obstacles or problems that occur. In this case, the problem that occurs is between the Karawang Regency Government and the land owners and farmers. By socializing the PLP2B program, it was found that disagreements between the community and the Karawang Regency Government were an obstacle to the PLP2B preparation process and difficulties in implementing it. This happened because the community felt that the land they owned was limited, which required them to only work on agriculture. Communities, especially land owners and farmers, need benefits for land that will later be cultivated and processed for agricultural purposes.

In creating collaborative governance, Dr. Sri Rahayu Pudjiastuti, M.Pd explained that the understanding of the farming community must be conveyed clearly. Where the Karawang Regency Government provides information regarding what programs will be present, provides joint counseling and provides information on where the formulation of this policy has taken. The Karawang Regency Government must also make the goals, visions, and missions of PLP2B achieved together so that the community understands these goals.

The response given by Nein Kusnadi as the community who owns the land and farmers is related to the mutual understanding made by the Karawang Regency Government which explains that the PLP2B process is not yet completely clear because of the lack of synchronization of information and data which makes the program neglected. The PLP2B program has also been running for the last 2 years but the Regent Regulation has not been completed so far. There are so many obstacles, such as data mismatch between collaborating parties, resulting in obstacles to the program. In addition, Kusnadi explained that the Karawang Regency Government should immediately finalize clarity on which areas of land will be converted into PLP2B. Nein Kusnadi also explained that the Cost of Goods Sold provided by the Karawang Regency Government is cheaper than the middlemen. This makes farmers sell their goods

to middlemen because the price offered is higher. Even the farmers complained about this which made them disadvantaged.

The explanation above explains that in the joint understanding stage, the Karawang Regency Government, which includes parties collaborating in the protection of sustainable agricultural land, has done well because it is in accordance with the concept of shared understanding, namely Clear Mission which has the same mission, namely to create national food security. Apart from that, the openness of data and frequent meetings made each party have a common understanding of the PLP2B program itself in accordance with the concept of Identification of Common Values. The Karawang Regency Government has also carried out a Common Problem Definition where they know the problems that occur, namely the disagreement between the Karawang Regency Government and the community, especially land owners and farmers in using land that requires it to be managed into agriculture.

4. Conclusion

In carrying out a share understanding or mutual understanding, the Karawang Regency Government, which includes the parties collaborating in protecting sustainable agricultural land, has done it well because it is in accordance with the concept of shared understanding, namely Clear Mission which has the same mission, namely to create national food security. Identification of Common Values, namely conducting meeting agendas and providing information on data related to sustainable agricultural land and work progress, namely the PLP2B Plan Map Album which will later be used as a reference in the handling of agricultural land in Karawang Regency. Common Problem Definition where they know the problems that occur, namely the disagreement between the Karawang Regency Government and the community, especially land owners and farmers, regarding land use that requires it to be managed into agriculture. In this case, the Karawang Regency Government must conduct socialization to the community regarding the Protection of Sustainable Food Agricultural Land so that it is conveyed clearly and easily accepted.

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