

## EFFECTIVENESS OF THE IMPLEMENTATION OF THE SUSTAINABLE AGRICULTURAL LAND AND FOOD PROTECTION (LP2B) POLICY IN NORTH KUTA DISTRICT, BADUNG REGENCY

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### Abstract

The rapid conversion of farmland in North Kuta District led the Badung Regency Government to issue Regional Regulation Number 13 of 2022 on the Protection of Sustainable Agricultural Land and Food (LP2B), aimed at protecting farmland from development and tourism pressures. This study seeks to assess the effectiveness of the Protection of Sustainable Agricultural Land and Food (LP2B) policy in North Kuta, identify the main obstacles to its implementation, and find solutions to address these challenges. Using a qualitative approach, informants were selected through purposive sampling, and data were gathered via observation, interviews, documentation, and field studies. The results show that the Protection of Sustainable Agricultural Land and Food (LP2B) policy in Tibubeneng Village has not been effective due to weak implementation, limited public outreach, low transparency, minimal farmer involvement, and economic interests that conflict with policy goals. Government budget support is still limited to providing seed subsidies, so a more inclusive approach and better communication are needed to make the policy sustainable.

**Keywords:** Land Conversion, Effectiveness, Public Policy

### A. INTRODUCTION

Agricultural land is a limited natural resource that plays a vital role in food security, ecosystem preservation, and the provision of green open spaces (Juhadi, 2007). Land use refers to any form of human intervention whether permanent or dynamic aimed at fulfilling material and spiritual needs (Nurdin, 2016). However, the rapid growth of the tourism sector and urbanization in Bali has driven the conversion of agricultural land into non-agricultural uses, such as residential areas, commercial facilities, and tourism infrastructure (Surya et al., 2022). This phenomenon threatens the ecological functions of agricultural land, reduces green open space, and has the potential to disrupt regional food security (Ridwan, 2016).

Badung Regency, as one of the tourism hubs in Bali, has experienced a significant decline in agricultural land area (Agus et al., 2023). Based on data from the Badung Regency Government (2022), land conversion in the region between 2020 and 2022 reached 98.74 hectares, with Mengwi District and North Kuta District being the most affected areas (Badung Regency Government, 2022). In North Kuta District, Tibubeneng Village serves as a concrete example, where paddy fields have decreased by 5.88 hectares over the past three years (Tibubeneng Village Government, 2022).

To control land-use conversion, the Badung Regency Government issued Regional Regulation Number 13 of 2022 concerning the Protection of Sustainable Agricultural Land and Food (LP2B) (Arcana & Wiweka, 2015). This policy aims to ensure the sustainability of

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agricultural land functions, protect farmers' land ownership, and maintain the region's ecological balance. However, despite the implementation of this regulation, land conversion practices remain prevalent. Several contributing factors include the economic pressures faced by communities who perceive land sales or leases as more profitable than agricultural production, the rapid growth of the tourism sector in the region, and the weak regeneration of younger generations willing to continue farming as a livelihood.

Based on a review of several previous related studies, such as the research conducted by Ni Made Ayu Krisna Wati, I Made Sudarma, and Widhianthini in 2020 titled "*Conversion of Rice Fields in North Badung (Case Study in Subak Latu, Abiansemal District and Subak Dukuh, Mengwi District)*", the findings indicate that land conversion in North Badung is influenced by: (1) economic factors such as farmers' income, harvest price stability, market access, and land prices; (2) social factors such as family participation, agricultural modernization, number of dependents, and farmer regeneration; and (3) environmental factors such as irrigation, pests and crop diseases, and increasing housing needs due to population growth.

Another relevant study was conducted by I Made Prastika Angga (2024) entitled "*Collaborative Governance in the Protection of Agricultural Land in the Implementation of the Law on the Protection of Sustainable Agricultural Land for Food (PLP2B)*", which found that the implementation of agricultural land protection programs in Indonesia has not yet been effectively carried out due to a lack of collaboration and cooperation among stakeholders in several regions across the country.

From these previous studies, it can be concluded that the issue of land conversion policies, particularly in the protection of sustainable agricultural land for food (LP2B), has been widely examined through various approaches, ranging from policy analysis, implementation, to evaluation. In general, prior research has highlighted aspects such as policy planning, implementation effectiveness, stakeholder participation, encountered obstacles, as well as the resulting social, economic, and environmental impacts.

However, this study possesses its own distinctiveness as it specifically examines the effectiveness of the Sustainable Agricultural Land and Food Protection (LP2B) policy in North Kuta District, particularly in Tibubeneng Village. The research focuses on the implementation of the policy at the sub-district and village levels, as the lower-level stakeholders responsible for executing the policy while directly interacting with the local community, especially farmers. Therefore, this study is expected to provide a comprehensive picture of both the successes and challenges in implementing the LP2B policy in the area, while also serving as an evaluation reference for improving and applying similar policies in other regions.

The urgency of this research lies in the current situation, which shows that agricultural land conversion in areas experiencing high development pressure, such as North Kuta, is occurring rapidly, even after the LP2B policy was enacted. Without an in-depth evaluation of implementation effectiveness at the local level, there is a concern that the policy may remain merely an administrative instrument without real enforcement power in the field. The results of this study are expected not only to fill the empirical research gap in tourism areas facing intense land conversion pressure but also to provide strategic recommendations for strengthening agricultural land protection, safeguarding regional food security, and integrating environmental sustainability into tourism sector development.

The benefit of this research is to provide a tangible contribution for policymakers in strengthening strategies for agricultural land protection in areas with high development pressure, to supply relevant empirical data for academics in advancing agrarian policy studies in tourism regions, and to serve as a practical reference for other local governments in

integrating agricultural land protection with sustainable development planning and tourism sector management. Thus, the results of this study will not only impact the preservation of agricultural land but also enhance food security, environmental sustainability, and the welfare of local communities (Qi, 2018).

## **B. LITERATURE REVIEW**

### **Policy effectiveness**

Effectiveness comes from the word “effective,” which means the achievement of results or impacts as expected (KBBI). Prihartono (2012) defines it as the degree of success in achieving objectives, while efficiency emphasizes the optimal comparison between input and output. According to Steers (1985), work is considered effective if it produces outputs according to plan and on time. Katz & Kahn (in Steers, 1958) add two important aspects of effectiveness: efficiency (the comparison between inputs and outputs) and political effectiveness (maximizing organizational gains through beneficial transactions). Pasolong (2007) emphasizes effectiveness as the effort to achieve planned goals by utilizing resources optimally. Miller (in Handyaningrat, 1996) defines it as the extent to which a social system achieves its goals, differing from efficiency which focuses on goal attainment processes. Mardiasmo (2018) states that an organization is effective if its goals are achieved, while Gibson (in Bungkaes, 2013) associates effectiveness with the closeness of performance to the expected standards. Mahmudi (2015) views effectiveness as the relationship between output and objectives, where the focus is on outcomes.

### **Implementation of Sustainable Agricultural Land and Food Protection**

Law No. 41 of 2009 defines Sustainable Agricultural Land and Food Protection (LP2B) as land designated to be preserved and continuously developed to ensure national food self-sufficiency, resilience, and sovereignty. The protection of Sustainable Agricultural Land and Food (LP2B) includes the planning, designation, utilization, development, control, and supervision of agricultural land in a sustainable manner (Ar-Rozi et al., 2024). The designation of permanent agricultural land is an effective policy to prevent land conversion, which is legally prohibited except for public interest in accordance with prevailing laws and regulations (Kurowska et al., 2020).

The objectives of Sustainable Agricultural Land and Food Protection (LP2B) according to Law No. 41 of 2009 include: protecting and ensuring the availability of agricultural land, realizing food sovereignty, protecting farmers’ land ownership, improving welfare, empowering and protecting farmers, providing employment, maintaining ecological balance, and revitalizing agriculture.

Regulation of Badung Regency No. 13 of 2022 defines land conversion of Sustainable Agricultural Land and Food Protection (LP2B) as changes into non-agricultural land, either temporarily or permanently. The prevention strategies include intensification (increasing production through appropriate technology and quality production facilities) and extensification (expansion of area and utilization of uncultivated land) (Erenstein, 2006). Conversion is only permitted under conditions such as strategic feasibility studies, conversion plans, and clearance of ownership rights.

### **Policy Effectiveness Theory According to Riant Nugroho (2012)**

According to Riant Nugroho (2012), the effectiveness of policy implementation is determined by five indicators:

#### **a) Policy Accuracy**

A policy must effectively address the problem according to its specific characteristics, be accurately formulated, and be established by the authorized institution.

**b) Accurate Implementation**

The implementers can be the government, government collaborations, community/private sectors, or entirely private, adjusted according to the nature of the policy (monopoly, empowerment, or community activity guidance).

**c) Target Accuracy**

The intervention targets must align with the plan, not overlap or conflict with other policies, be in a condition ready for intervention, and be either new initiatives or improvements.

**d) Appropriate Environment**

Considering the policy environment (interactions among institutions) and the external environment (public opinion, media interpretations, interest groups, and influential individuals)

**e) Accurate Process**

Includes policy acceptance (understanding of the policy), policy adoption (acceptance of the policy), and strategic readiness (the preparedness of the public and bureaucracy to implement the policy).

### C. RESEARCH METHODOLOGY

This study uses a qualitative approach. According to Denzin and Lincoln in Sugiyono (2011), qualitative research is a scientific inquiry aimed at interpreting occurring phenomena. Moleong (2010) adds that this approach seeks to understand phenomena experienced by subjects holistically by describing specific contexts through various natural methods. The research is conducted in Tibubeneng Village, Kuta Utara District, chosen due to the area's annual increase in land conversion. Data sources consist of primary and secondary data. Primary data are obtained from direct interviews with informants, while secondary data come from intermediary media such as supporting documents. The data collection uses purposive sampling, a technique where samples are selected based on certain considerations, choosing informants qualified according to the study case and research objectives (Sugiyono, 2009). Based on this technique, informants interviewed include the Head of Kuta Utara District, the Village Head of Tibubeneng, the Village Secretary of Tibubeneng, the Head of the Village Welfare Section of Tibubeneng, the Agricultural Extension Officer of Tibubeneng, the Pekaseh (subak leader) of Bantan Subak in Tibubeneng, and local farmers. Data collection methods include in-depth observation, interviews, document study, and online exploration to obtain the necessary data. Data analysis employs Miles and Huberman's technique, consisting of data reduction, data presentation, and conclusion drawing (Sugiyono, 2007).

### D. RESULT AND DISCUSSION

#### **Effectiveness of the Implementation of the Sustainable Agricultural Land and Food Protection Policy (LP2B) in Kuta Utara District, Badung Regency**

The research findings were obtained based on five effectiveness indicators from Riant Nugroho (2012), which consist of:

##### **1. Policy Accuracy**

According to Riant Nugroho's effectiveness theory (2012), policy appropriateness is measured by the extent to which the policy content can resolve problems according to their characteristics and is implemented by the authorized institution. In the context of the Sustainable Agricultural and Food Land Protection Policy (LP2B) in North Kuta District, this policy is relevant because it directly targets the issue of land conversion threatening the environment and food security, especially in Tibubeneng Village. However, its effectiveness is not yet optimal because the community's economic orientation, supported by rapid tourism

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growth and high housing demand, dominates over environmental conservation interests. Economic pressure and profit opportunities from property encourage land conversion into tourist accommodations or residential areas, despite the establishment of green belt regulations (Suzuki et al., 2013). This phenomenon indicates a conflict between economic needs and environmental sustainability. Delays in policy implementation, weak enforcement, and minimal adaptation to socio-economic dynamics have allowed land conversion practices to continue (Briassoulis H, 2017). Consequently, the Sustainable Agricultural and Food Land Protection Policy (LP2B) goal of preserving green land has not been effectively achieved.

### **2. Accurate Implementation**

Based on Riant Nugroho's effectiveness theory (2012), implementation accuracy is measured by the involvement of relevant actors and clear task allocation. In the implementation of the Sustainable Agricultural and Food Land Protection Policy (LP2B) in North Kuta District and Tibubeneng Village, the involvement of key actors, especially farmers, has not been optimal. Dissemination efforts by the Badung Regency Government tend to target sub-district officials, village authorities, and agricultural leaders, so the information does not fully reach farmers as the directly affected parties.

This limitation indicates weak policy outreach and sustainability of implementation, exacerbated by limited transparency regarding protected land data. This lack of clarity has the potential to create legal uncertainty and hinder community participation. Although coordination at the sub-district and village levels is relatively good through deliberation and supervision of land conversion, coordination gaps at the regency level risk reducing policy legitimacy and slowing the achievement of land protection goals.

To improve effectiveness, a more equitable communication strategy, openness of land data, and sustained active involvement of all stakeholders, especially farmers are needed.

### **3. Target Accuracy**

Based on the "right target" indicator in Riant Nugroho's policy effectiveness theory (2012), the implementation of the Sustainable Agricultural and Food Land Protection Policy (LP2B) in Tibubeneng Village and North Kuta District still faces fundamental challenges. The unclear targeting is evident from the absence of official designation of protected land, causing confusion within the community and weakening the policy's legitimacy. A dilemma arises because most of the land suitable for protection is privately owned, making participatory approaches and incentives crucial to minimizing resistance. Community readiness is also low due to limited understanding and conflicting interests between landowners and the government. Furthermore, income disparities between the agricultural and tourism sectors drive land conversion, making the Sustainable Agricultural and Food Land Protection Policy (LP2B) policy difficult to compete without adequate economic support. Government efforts, such as providing free seed subsidies, have helped reduce production costs and maintain farmers' motivation; however, the sustainability of these interventions requires firm yet fair regulations, technical assistance, and effective bureaucratic coordination.

### **4. Appropriate Environment**

According to Riant Nugroho (2012), the dimension of environmental appropriateness includes the policy environment and the external environment that influence implementation. In the case of the Sustainable Agricultural and Food Land Protection Policy (LP2B) in Badung Regency, the policy environment is formed through coordination among the Regency Government as the policymaker, sub-district/village governments as supervisors, and landowning communities as implementers. The success of the policy heavily depends on the

synergy among these three actors. Meanwhile, the external environment, such as market and investor pressures, poses significant challenges by driving land conversion. Community participation is a determining factor, where support can strengthen policy effectiveness, while resistance due to differing interests and understandings can hinder it. The varied attitudes among farmers indicate the need for an inclusive and communicative approach to engage all stakeholders.

## **5. Accurate Process**

Based on the process appropriateness indicator (Riant Nugroho, 2012), the success of implementing the Sustainable Agricultural and Food Land Protection Policy (LP2B) in Tibubeneng Village heavily depends on the policy acceptance stage, which involves the initial understanding of the policy's urgency by the community and village government. The village government has shown positive acceptance through a seed subsidy program; however, its effectiveness is hindered by limited socialization, causing some farmers to not fully comprehend the benefits of the policy. The role of the *pekaseh subak* as a communication intermediary is also suboptimal due to limited understanding. The gap in readiness between the village government, which understands the policy, and the farmers, who lack information, creates communication barriers. A consistent and inclusive socialization strategy is needed to align perceptions, encourage active farmer participation, and ensure the sustainability of agricultural land protection.

## **Factors Inhibiting the Implementation of the Sustainable Agricultural and Food Land Protection Policy (LP2B) in North Kuta District, Badung Regency**

### **1. Policy Accuracy**

The application of the policy appropriateness concept in Riant Nugroho's effectiveness theory (2012) to the Sustainable Agricultural and Food Land Protection Policy (LP2B) in Tibubeneng Village has not been optimal, particularly in terms of field implementation. The main obstacle lies in the insufficient intensity and effectiveness of socialization, resulting in low understanding, participation, and support from farmers and local leaders. This condition highlights the urgent need for a more targeted, intensive communication strategy accompanied by local government assistance to ensure the policy's objectives are achieved optimally.

### **2. Accurate Implementation**

The implementation of the Sustainable Agricultural and Food Land Protection Policy (LP2B) in Badung Regency is still hindered by weak regulations and the absence of strict sanction mechanisms, resulting in low enforcement power. This situation reduces farmers' participation and compliance, while also impeding understanding of the policy's objectives, thereby potentially disrupting efforts to sustainably preserve agricultural land.

### **3. Target Accuracy**

The obstacles to target accuracy in the Sustainable Agricultural and Food Land Protection Policy (LP2B) in Badung Regency, particularly in Kuta Utara District and Tibubeneng Village, lie in the lack of integration between policy design and the local social, economic, and cultural realities. The high economic value of land for the tourism sector, along with social needs such as housing development driven by family growth, encourages land conversion. This indicates that the policy is not fully responsive to the economic motivations and social needs of the community, thereby reducing its target precision.

### **4. Appropriate Environment**

The success of implementing the Sustainable Agricultural and Food Land Protection Policy (LP2B) in Kuta Utara District and Tibubeneng Village is highly influenced by the suitability and support of the implementation environment. Rapid urbanization and tourism expansion put pressure on the sustainability of agricultural land, while weak inter-agency

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coordination and limited local government authority pose major obstacles. Strengthening roles and coordination at the village and district levels is necessary to make the policy more responsive to social dynamics and to optimally maintain land sustainability.

### 5. Accurate Process

In the indicator of appropriate process, the implementation of the Sustainable Agricultural and Food Land Protection Policy (LP2B) in Tibubeneng Village faces challenges due to divided community attitudes between compliance and rejection of the policy, with opposition difficult for the village government to control. Limited budget restricts government support to seed subsidies, while proposals for land purchase require larger policies and funding. The success of the policy depends on increasing community participation and strengthening financial support at the regency, district, and village levels.

### E. CONCLUSION

The implementation of the Sustainable Agricultural and Food Land Protection Policy (LP2B) in North Kuta District, particularly in Tibubeneng Village, has not been effective. Key obstacles include minimal and poorly targeted socialization, weak regulations without strict sanctions, limited data transparency, and budget support confined only to seed subsidies. The policy's misalignment with the social, economic, and cultural conditions of the community, especially under pressures from urbanization and tourism, drives residents to prefer land conversion over maintaining agricultural use. Community responses remain divided between support and opposition, compounded by weak inter-agency coordination, further hindering successful implementation. To ensure the policy's sustainability, more effective communication and socialization strategies, inclusive approaches that consider community economic interests, strengthened cross agency coordination, and adequate funding support from all levels of government are needed.

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