

Conference Paper

Network Governance in the Implementation of Sustainable Food Agricultural Land Protection Policy in Makassar City

Ahmad Syawal

Doctoral Student of Public Administration, Faculty of Social and Political Sciences, Hasanuddin University

Abstract.

This study discusses network governance in the implementation of a sustainable food agricultural land protection policy in Makassar City. The method used was based on a literature review (library research). Data were derived from various literature sources, such as books, journals, online platforms, and other relevant literature related to the research topic. Data analysis was conducted through data reduction, data presentation, drawing of conclusions, and verification. The results of this study indicate that the implementation of a sustainable food agricultural land protection policy in Makassar City has not yet been carried out. The remaining agricultural land in Makassar City is 2,035 ha. As a recommendation, in implementing the policy of sustainable food agricultural land protection based on network governance in Makassar City, it is necessary to establish trust among the actors involved, clarify the roles of all actors involved, reach a consensus on goals among existing actors, and ensure a task-oriented nature in network governance.

Keywords: network governance, policy implementation, agricultural land protection

Corresponding Author: Ahmad Syawal; email: ahmadsyawal152@gmail.com

Published 2 October 2023

Publishing services provided by Knowledge E

© Ahmad Syawal. This article is distributed under the terms of the [Creative Commons Attribution License](#), which permits unrestricted use and redistribution provided that the original author and source are credited.

Selection and Peer-review under the responsibility of the 1st DIC Conference Committee.

1. Introduction

In the past decade, the paradigm of public administration, particularly in the context of decision making and policy processes, has undergone significant changes. Today, the dynamics of public administration are more complex, emphasizing the implementation of programs that focus on direct community involvement as a key component in measuring the success of government bureaucracy services.

Currently, "governance" is one of the most frequently used terms in the field of social sciences worldwide. One of its attractions is that the concept of governance signifies a shift from a state-centric view of power. Another aspect of governance views private actors and civil society as resources and instruments for joint public policymaking, rather than reducing them to passive targets and subjects of public regulation. Both perspectives tend to draw attention to the idea of "regulated self-regulation," which

OPEN ACCESS

encourages individual and collective actors to interact in a relatively autonomous arena facilitated and regulated by public authorities aimed at governing from a distance [1] .

According to Osborne [2] public governance consists of five strands:1. Sociopolitical governance concerns relationships between institutions in society. 2. Public policy governance relates to how elites formulate policies and interact with their networks in the process of policy making and implementation. 3. Administrative governance concerns the effectiveness of public administration and its position in addressing government issues. 4. Contract governance is related to the implementation of New Public Management (NPM) and the perceived need for contractual agreements in the provision of public services. 5. Network governance refers to independent collaborative networks among government organizations or non-governmental organizations that provide public services.

The concept of networks has become increasingly associated with the concept of governance, which emerged in the late 1990s. In the context of network theory, the focus has shifted from policy networks to network management. In the network literature, governance refers to horizontal interactions where various public and private actors at different levels of government coordinate their interdependencies to realize public policies and deliver public services. Governance refers to the self-regulation of actors within the 'network' and the 'network' of these actors. However, governance also refers to government and non-governmental organization strategies aimed at initiating, facilitating, and mediating network processes, namely network management [3].

The main objective of network governance is to provide incentives to support economic growth in order to improve infrastructure development and public services. This enables the public sector to leverage the expertise and efficiency that private actors can bring to provide certain facilities and services traditionally obtained and provided by the public sector. Network governance combines social responsibility, environmental awareness, and public accountability of the public sector with the financial capability, advanced technology, managerial efficiency, and entrepreneurial spirit of private and social actors. It can also unleash synergies through collaboration and pooling of various types of capital, or transform one or more partner organizations [4].

Meanwhile, one of the development challenges faced by the government today is the agricultural sector, as stated by Puspasari [5]. The agricultural sector still faces significant issues, one of which is the problem of agricultural land conversion to nonagricultural land, which is currently increasing. It is also stated that the conversion of agricultural land is not a new problem. Along with the increase in population and the growing need for infrastructure, such as housing, roads, industries, offices, and other buildings, the

demand for land has increased. In addition, high economic growth has led to rapid growth in several sectors. This growth also requires more extensive land, resulting in an increased need for land for development, while land availability remains relatively constant, leading to competition for land use.

According to Darmawati et al. [6] spatial planning has become a problem in city development of cities today. Rapid urban development, coupled with rapid population growth, has made environmental issues a pressing concern in discussions on environmental sustainability for future generations. Spatial planning is crucial, and every province, city, and district must have regulations that serve as guidelines for spatial planning and as references for development implementation.

The government's attention to the importance of sustainable agricultural bases is manifested through the issuance of regulations to protect national agricultural land, as stipulated in Law No. 41 of 2009 concerning Sustainable Agricultural Land Protection, as a system and process for determining, planning, utilization, development, control, and supervision of agricultural land for sustainable food production.

Sustainable agricultural land is an agricultural land area designated for protection and consistent development to produce staple food for regional and national self-sufficiency, resilience, and food sovereignty. This potential land must be protected to ensure that its suitability and availability remain controlled for continued use as sustainable agricultural land in the future. [7].

One undeniable aspect of implementing land-use changes in spatial planning is the consequence of land transformation itself. Land conversion, particularly from agricultural to nonagricultural sectors, occurs in almost all regions, especially in urban areas.

The conversion of agricultural land to non-agricultural use currently occurs in several urban areas in Indonesia, including the city of Makassar as the metropolitan capital of South Sulawesi. Makassar has a strategic position as a crossroad for traffic routes from the south to the north of the province. The total area of Makassar includes approximately 175.77 km² of land, including 11 islands in the Makassar Strait. Makassar has 15 districts and 153 sub-districts. As the capital of South Sulawesi, Makassar cannot be separated from the rapid development and transformation of agricultural land into nonagricultural land.

This is further emphasized by the Mayor of Makassar, Mr. Moh. Ramdhan Pomanto stated that agricultural land in Makassar has been decreasing each year; in the past 10 years, there has been a decrease of 600 hectares, leaving only 2,035 hectares of agricultural land remaining [8].

The resilience of agricultural land in Makassar is hindered by the availability of land capacity owing to population growth and urbanization. The property business sector's movement to buy land is also rapidly growing. Agricultural land in Makassar is gradually shrinking. In this situation, as a public authority, the government plays a crucial role in providing exceptional considerations regarding agricultural areas by implementing regulations to ensure sustainable agricultural land, as stipulated in Regulation No. 41 of 2009. It is important to prevent the transformation of densely populated agricultural land and limit its negative effects by maintaining ecological balance, assimilating water to reduce flood impacts, and ensuring food supply while expanding the economic income of the city of Makassar.

This study aims to understand network governance in the implementation of policies to protect sustainable agricultural land in Makassar.

2. Methods

This study used a library research method with the theme of research in the city of Makassar. This research was chosen considering that the amount of agricultural land in Makassar City continues to decrease. Meanwhile, the agricultural land in Makassar City is limited. In addition, as long as the author is writing, no research has raised a theme related to network governance in the implementation of policies to protect sustainable agricultural land in Makassar City. The data taken come from library sources, such as books, journals, online platforms, and other literary sources that are relevant to the topic being studied. Three streams of data analysis activities are used simultaneously: data reduction, data presentation, and conclusion or verification [9].

3. Results and Discussion

The issuance of the policy on Sustainable Agricultural Land Protection, as regulated in Law No. 41 of 2009 concerning the Protection of Sustainable Agricultural Land, is based on principles of benefit, sustainability and consistency, integration, openness and accountability, togetherness and mutual cooperation, participatory, justice, harmony, balance, environmental sustainability and local wisdom, decentralization, state responsibility, diversity, and social and cultural aspects.

The government has also issued several supporting regulations for the implementation of the protection of sustainable agricultural land, namely (1) Government Regulation

No. 1 of 2011 concerning the Designation of Areas and Conversion of Sustainable Agricultural Land. (2) Government Regulation No. 12 of 2012 concerning incentives to protect sustainable agricultural land. (3) Government Regulation No. 25 of 2012 concerning sustainable agricultural land information systems. (4) Government Regulation No. 30 of 2012 concerning financing to protect sustainable agricultural land.

Based on the research findings, Madani [10] stated that in the implementation of the policy on the protection of sustainable agricultural land in Makassar City, as stipulated in Law No. 41 of 2009 concerning the protection of land for sustainable agricultural purposes. This is in accordance with the Makassar City Regional Regulation No. 4 of 2015 in Chapter IV, Article 43, Section 1, regarding Makassar City Spatial Planning, which is regulated with the aim of effectively utilizing land according to its designated purposes for cultivation zones allocated for agricultural purposes in Makassar City.

However, in a different study conducted by Syawal [11], it was mentioned that the Makassar City Government does not have regional regulations governing the Spatial Planning of Makassar City regarding the protection of sustainable agricultural land. Regarding the areas designated for agriculture, in Makassar City Regional Regulation No. 4 of 2015 concerning Spatial Planning, in Chapter IV on Agricultural Areas, Article 72, Section (2) designates a portion of the Biringkanaya District, covering an area of 168.79 hectares, as an agricultural land allocation, but this regulation only considers it as a planned cultivation area, which can be converted or managed for other purposes at any time. In other words, it cannot be categorized as a sustainable agricultural land. Therefore, specific Regional Regulations are required to protect land for sustainable agricultural purposes.

Furthermore, the Makassar City Government is currently in the process of budgeting and preparing the design for the procurement of Sustainable Agricultural Land areas. The remaining agricultural land in Makassar City is as follows: Biringkanaya District, 639 ha; Tamalanrea, 632 ha; Panakukang, 29 ha; Manggala, 801 ha; Tamalate, 509 ha; Rappocini, 20 ha; and Tallo, 15 ha. Thus, the total area of agricultural land in Makassar is 2,035 ha.

This is supported by the statement of the Head of Agriculture Division, Makassar Agriculture and Fisheries Agency, Mrs. Indriati Djaharuddin, who mentioned that Sustainable Agricultural Land is still in the process of drafting regional regulations and is currently being processed by the Special Committee of the Makassar Regional Representative Council [12].

As the results of the authors analysis show, there are differences in the results of research that has been done before. This is because there have been differences

of opinion regarding the knowledge that there has been a policy to protect sustainable agricultural land in Makassar City so far, as stipulated in Makassar City Regional Regulation No. 4 of 2015 concerning Regional Spatial Plans in Chapter IV Agricultural Areas of Makassar City. Currently, the Makassar City government is still in the process of drafting regional regulations regarding the procurement of Sustainable Food and agricultural land areas in Makassar City.

Therefore, the conversion of agricultural land to nonagricultural land cannot be denied or avoided. This is because the government of Makassar City is constrained by the absence of supporting regulations or regional regulations in Makassar City that regulate the protection of sustainable agricultural land, which can be used as the basis for the government to carry out a ban so that there are no buying and selling transactions of agricultural land and the conversion of agricultural land to non-agricultural land in Makassar City. The resilience of land for food agriculture in the city of Makassar is constrained by the availability of land capacity for agriculture owing to population and settlement development. The movement of property business players to buy land has grown rapidly. Agricultural land in Makassar City has been decreasing gradually.

Therefore, in a situation like this, the Makassar City government as a public authority must pay great attention to the extent of guaranteeing sustainable agricultural food land by making arrangements regarding guaranteeing economic agricultural food land, as stipulated in Law No. 41 of 2009, concerning the protection of sustainable agricultural land while maintaining and preventing the transformation of increasingly dense agricultural land capacity in Makassar City.

Control efforts then use the network governance mode as a protection strategy in the agricultural land sector to prevent the conversion of agricultural land, which is increasingly overcrowded in Makassar. The network governance referred to in this study is a combination of control and coordination between the government, private sector, and community. This is done to minimize the impact of losses both in terms of environmental sustainability for water absorption to reduce the impact of flooding, as a food provider for social life, and to increase regional economic income for Makassar City.

3.1. Discussion

Network governance has been widely recognized by scholars and practitioners as an important form of multi-organizational governance. The benefits of network coordination in both public and private sectors are significant, including enhanced learning, more

efficient resource utilization, increased capacity to plan and address complex problems, greater competitiveness, and improved services.

As a new form of governance, network governance is a combination of horizontal and vertical controls and coordination. Network governance not only operates with vertical control and coordination, such as hierarchies, but also with horizontal alternatives, such as markets. It operates on a mix of centralized and decentralized structures. This is the 'secret' to the potential benefits of networks as flexible organizations [4].

More recent literature on inter-organizational networks has focused on developing conceptual clarity among three strands of network literature: policy networks and exploring patterns of interaction among stakeholders involved in policy decision-making processes (often referred to as arenas or games) to develop joint solutions. Network management focuses on a set of actions taken by network managers to govern organizations involved in service provision. Network governance examines a set of actors who collaboratively control and regulate the provision of public goods and services, including strategic and operational decision-making processes [13].

In networks with a "shared governance" model, leadership is distributed among member organizations through a consultative decision-making process. Informal leadership plays a crucial role because of the lack of formal leadership structure. Network governance requires power control within a network to ensure effective and sustainable collaboration. Networks also require flexibility to shift from a bureaucratic government mode to network governance, which involves handling the complexity of multilevel relationships as well as network context and outcomes [14].

Regarding the success of implementing governance forms and the effectiveness of specific networks, according to Provan and Kenis [15] based on four main structural and relational contingencies: 1. Trust can be described as an aspect of a relationship that reflects a willingness to accept vulnerability based on positive expectations of the intentions or behaviors of others. 2. Size (number of participants): The needs and activities of multiple organizations need to be accommodated and coordinated. 3. Consensus of goals; consensus on goals and "domain similarity" allows participating organizations to perform better than when there is conflict, although conflict can also serve as a stimulus for innovation. 4. Task nature (especially the need for network competency levels): Organizations join or form networks for various reasons, including the need to obtain legitimacy, serve the public more effectively, attract more resources, and address complex issues.

The revitalization of the agricultural sector essentially means re-establishing the proportional and contextual importance of the agricultural sector, both in rural and

urban areas. Considering the significant impact of extensive land conversion, such as the shrinking agricultural conditions in Makassar City over time and the various environmental issues involved, positioning agriculture in Makassar City as one of the remaining areas with 2,035 hectares of agricultural land deserves continuous protection. This is because it can guarantee the availability of sustainable agricultural land to enhance food security, provide employment opportunities for the livelihood of farmers in Makassar City, and maintain the ecological balance in the city.

In order to address various issues regarding the control of agricultural land conversion in Makassar City, the author recommends a form of governance and effectiveness of specific networks based on four main structural and relational contingencies in "Network Governance in the Implementation of Sustainable Agricultural Land Protection Policy in Makassar City," namely:

1. The need for trust among the actors involved. Trust here is not only seen as a network-level concept, but also that network governance should align with the level of general trust existing throughout the network of actors as a whole. Trust does not have to be deep; it cannot simply be a collection of relationships among the actors involved. The greater the inconsistency among the actors involved in the network implementing the policy of protecting sustainable agricultural land in Makassar, the smaller the likelihood that a particular form will be effective, leading to overall network ineffectiveness.
2. The need for clarity on the actors involved. Network governance can be more effective when carried out collectively rather than individually to implement policies to protect sustainable agricultural land in Makassar. The fundamental issue with any network governance is that the needs and activities of multiple organizations must be accommodated and coordinated. With clarity on the actors involved, it will clarify the situation in the implementation of the policy on protecting sustainable agricultural land in Makassar. Furthermore, after achieving clarity on the actors involved, the subsequent level of the network is the widespread sharing of trust among network participants.
3. The need for consensus on goals among actors. This allows the actors involved to perform and work together better than when there are differences that can lead to conflicts due to the absence of agreement or shared goals among the actors in the implementation of the policy on protecting sustainable agricultural land in Makassar City. Consensus and shared goals will be highly effective in achieving

the objectives, and as a result, trust will be evenly distributed among network actors.

4. The nature of tasks in network governance should be considered by attracting more resources based on the competencies or abilities of the actors involved. This will enable a more effective approach to address the complex issues that arise in the implementation of the policy on protecting sustainable agricultural land in Makassar City. With varying abilities among actors, they can be given legitimacy to play their respective roles in addressing existing problems. The moderate to wide legitimacy and trust given among the actors involved will facilitate the implementation of the policy on protecting sustainable agricultural land in Makassar.

4. Conclusion

As a new form of governance, network governance is a combination of horizontal and vertical controls and coordination. Network governance relies not only on vertical control and coordination such as hierarchy, but also incorporates horizontal alternatives. In the context of network theory, governance refers to horizontal interactions, in which various public and private actors at different levels of government coordinate their interdependencies to achieve public policies and provide public services. Network governance also requires power control within a network to ensure effective and sustainable collaboration. Networks also require flexibility to shift from traditional bureaucratic governance to network governance.

The resilience of agricultural land in Makassar City is severely constrained by the availability of agricultural land capacity due to population growth and urbanization. Considering the extensive land conversion and shrinking agricultural conditions in Makassar City, along with various environmental issues, it is crucial to provide sustainable protection to the remaining agricultural land, which amounts to 2,035 hectares.

To address the challenges in controlling agricultural land conversion in Makassar City, it is important to note that the implementation of policies for the protection of sustainable agricultural land is still in the stage of drafting regional regulations. Therefore, the author recommends a form of governance and effectiveness of specific networks based on four main structural and relational contingencies in "Network Governance in the Implementation of Sustainable Agricultural Land Protection Policy in Makassar City." These include the need for trust among the actors involved, need for clarity on the actors involved, need for consensus on goals among the actors, and need to consider the nature of tasks in network governance.

References

- [1] Ansel C, Torfing J. Theories of governance. Edward Elgar Publishing Limited; <https://doi.org/10.4337/9781800371972>
- [2] Dewi NL. Dinamika collaborative governance Dalam Studi Kebijakan Publik. *Jurnal Ilmiah Dinamika Sosial*. 2019;2(3):200–210.
- [3] Klijn E, Koppenjan J. Governance network theory: Past, present, and future. *Policy & Politics*. 2012;40(4):587–606.
- [4] Kalimullah NA, Alam KM, Nour MA. Network governance: An overview. *Bangladesh University of Professionals Journal*. 2014;2(1):1–19.
- [5] Puspasari A. Faktor-Faktor Yang Mempengaruhi Alih Fungsi Lahan Pertanian Dan Dampaknya Terhadap Pendapatan Petani (Studi Kasus Desa Kondang Jaya, Kecamatan Karawang Timur, Kabupaten Karawang). Undergraduate Thesis. Institut Pertanian Bogor. 2012.
- [6] Darmawati CS, Imam H. Implementasi Kebijakan Rencana Tata Ruang Wilayah (RTRW) Dalam Perspektif Pembangunan Berkelanjutan. *JISIP: Jurnal Ilmu Sosial dan Ilmu Politik*. 2015;2(4):378-384.
- [7] Suryawan MP. Perlindungan Lahan Pertanian Pangan Berkelanjutan dalam Mendukung Pelestarian Subak. *Jurnal Bappeda Litbang*. 2018;2(1):145–152.
- [8] Christiyarningsih. *Republika* [Online]. 2022 [cited 28 May 2023]. Available from: <https://news.republika.co.id/berita/ritsmh459/lahan-pertanian-di-makassar-menyusut-600-hektare-dalam-10-tahun>
- [9] Miles M, Huberman A, Saldana J. *Qualitative data analysis, A methods sourcebook*. 3rd ed. Sage Publications; 2014.
- [10] Madani M, Iva MI, Amiruddin I. Peran Street Level Bureaucracy dalam Implementasi Kebijakan Perlindungan Lahan Pertanian Pangan Berkelanjutan di Kota Makassar. *Kolaborasi : Jurnal Administrasi Publik*. 2021;3(7):333–343.
- [11] Syawal A, Madani M, Mustari N. Implementasi Kebijakan Perlindungan Lahan Pertanian Pangan Berkelanjutan di Kota Makassar. *JPPM: Journal of Public Policy and Management*. 2021;2(7):93–107.
- [12] Nurfitri, Rasdiyanah. *Portalmedia* [Online]. 2022 [cited 28 May 2023]. Available from: <https://portalmedia.id/read/7405/terus-terjadi-penyusutan-lahan-pertanian-dp2-makassar-kita-sudah-usulkan-ra>
- [13] Christopher JK, Jack WM, Asim Z, Russell WM. *Governance networks in public administration and public policy*. New York: Routledge; 2019.

- [14] Kapucu N, Hu Q. Network governance concepts, theories, and applications. New York: Routledge; <https://doi.org/10.4324/9781351056540>
- [15] Provan KG, Tilburg K. Modes of network governance: Structure, management, and effectiveness. *Journal of Public Administration Research and Theory*. 2007;18(2):229–252.