



**JOURNAL OF GOVERNANCE
AND DEVELOPMENT**

<https://e-journal.uum.edu.my/index.php/jgd>

How to cite this article:

Holqi, F. G. F., Bobby & Kusuma, M. F. A. (2024). Protection of sustainable agricultural land and food (PLP2B) as an Indonesian strategy for sustainable development goals (SDGs): Banyuwangi agrarian conflict study, Indonesia. *Journal of Governance and Development*, 20(2), 217-239. <https://doi.org/10.32890/jgd2024.20.2.3>

**PROTECTION OF SUSTAINABLE AGRICULTURAL LAND
AND FOOD (PLP2B) AS AN INDONESIAN STRATEGY
FOR SUSTAINABLE DEVELOPMENT GOALS (SDGs):
BANYUWANGI AGRARIAN CONFLICT STUDY,
INDONESIA**

¹Fikri Gali Fernando Holqi, ²Bobby &

³Muhamad Fikhar Azqeel Kusuma

¹Department of Sociology,
University of Muhammadiyah Malang, Indonesia

²Department of Political Sciences,
University of Padjajaran, Indonesia

³Department of Government Sciences,
University of Dipoenegoro, Indonesia

¹Corresponding author: fikrigali61@webmail.umm.ac.id

Received: 11/8/2024 Revised: 17/9/2024 Accepted: 16/10/2024 Published: 13/11/2024

ABSTRACT

Agrarian conflict is inevitable, considering that Indonesia is known as an agricultural country. One of the agrarian conflicts that takes place continuously is the conflict that occurred in Banyuwangi, namely between PT. Bumi Sari with the Farmers Pillar of Pakel Village. This conflict involves the Company and civil society. The purpose of this study is to analyze the authority of the Banyuwangi local government

in realizing the Protection of Agricultural Land and Food (PLP2B) in reducing agrarian conflicts as an effort to create Sustainable Development Goals (SDGs) in Banyuwangi, Indonesia. This study actualizes the juridical normative model with the types of statute approach and conceptual approach. The study consisted of primary data and secondary data. Primary data comprises PLP2B, SPPN, PPA, and Regional Government Law, while secondary data contains various journals and books. Data analysis includes data collection, data reduction, and conclusions drawn. The data analysis of this study uses the theory of autonomy. Concluding uses an inductive pattern (generalization). The study results stated that after enacting the Job Creation Law, which imposed PSN (National Strategic Program), it could precede PLP2B in running a program. The Banyuwangi local government has the authority to ratify the PLP2B Law through the function of regional autonomy as an implication of the concept of decentralization in Indonesia's government system. The Banyuwangi Regency government should optimize this function to create regulations or programs that have a relationship or correlation with the resolution of agrarian conflicts.

Keywords: PLP2B; Agrarian; Conflict; SDGs; Banyuwangi.

INTRODUCTION

The land is a blessing that comes from God given to humans. The fundamental needs of human beings contain aspects of soil. Throughout their lives, humans have always had a dependence on the land. Humans live and live on the ground. From a cosmological perspective, land can be defined as a place where humans live and work. Land is a place where humans live until they die. The land has cultural, political, ecological, economic, and social components. Historically, the evolution of humanity has made soil an important factor in ensuring the cultivation process. In this case, the land contains philosophical, social, and political values. Historically, the evolution of humanity has made soil an essential factor in ensuring the cultivation process. In this case, the land contains philosophical, social, and political values. So that it contains more economic value. The existence of high-value owned land makes it a particular item. So, soil can create a variety of complex problems in human life. As a vital agrarian source, land contributes to a central production

source; therefore, humans need land. The increase in population can add to the increase in needs. However, this Development is separate from achieving land area in Indonesia. Escaping land needs and use is an initiative to create a reciprocal relationship between humans and land. Until it can form a positive land law (juridical normative), this evolution can then affect the community's perspective on land regarding land ownership or control (Zakie, 2013).

This reciprocal relationship can be seen when identifying the life changes from agrarian to industrial societies. Agrarian society has a religious-magical-cosmic relationship. What can be drawn is that between man and the land contains a relationship that emphasizes collective mastery. However, in the industrial society, the phase of society tends to begin to increase its dependence on the agrarian aspect of the industrial sector. The relationship between human beings and land in industrial society is more oriented towards private and economic ownership. This revolution can be explicitly identified through land law, which permanently protects individual land ownership rights (Salindeho, 1987).

For humans, soil is a vital resource in their lives. Since birth, humans have been introduced to land in Java, famous for the term (*mudhun lemah*). Until the end of his life, he could not be separated by soil. So, it is common when it is mentioned that humans have been taught to constantly interact with the soil as a place to live. In Indonesia, a saying states that (*sedhumuk back senior bumi di to pati*) in the sense that land has a significant meaning for a person; when their land rights are taken or taken away, life will be at stake. Indonesia facing the ground is not only based on economic value but also on the magical side, namely, usually (*placenta*) babies buried in the ground contain the psychological and monumental value (Zakie, 2013). When land has two strategic interpretations: land is interpreted as economic value, and land as value (*religio-magic*). So, these dynamics can create a land conflict (agrarian) that is complex and difficult to resolve. Historically, the background for creating a conflict in ancient times was that Iraq's silver was initiated by land or a grab for a piece of land (Zakie, 2013).

To avoid land conflicts (agrarian), the state has a vital role in ensuring the rights of citizens. Land rights are fundamental rights that indicate that humans own a piece of land. Thus, the state must provide legal

certainty of land rights (SHM), but this right must not be absolute; it must involve the interests of the community and the rights of others. The current legislation indicates an overlap between institutions and authorities in natural resources management (Zakie, 2017). Agrarian conflict is a problem that occurs from generation to generation and has always been a dynamic in the lives of people in Indonesia. To reduce agrarian conflicts, there is an agrarian reform mechanism. Agrarian reform itself is definitively a strategy oriented to eliminate agrarian conflicts. Although agrarian conflicts will continue to emerge, several points demand escort and improvement. Namely, one is legal certainty, policies, and law enforcement (Sinaga, 2020).

One of the problems regarding agrarian conflicts in Banyuwangi is that it occurs between the people of Seda Pakel and PT. Bumi Sari. This conflict was initiated by a land dispute that began for decades and never ended. The land dispute that occurred between the people of Pakel Village and PT. Bumi Sari is based on the legal standing of land ownership. The community of Pakel Village bases the communal property rights on the 1929 Deed (*ontginningrecht*) "Land Rights" as a certificate of inheritance from the Netherlands colonial government, while PT. Bumi Sari bases its rights on HGU (Right to Use) contained in SHGU No.6/Songgon, SHGU No.2 Segobang based on the Decree of the Minister of Agrarian Affairs No.SK.4/HGU/64. The condition of this dispute is based on the existence of the 1929 Deed (*ontginningrecht*) "Land Rights" granted by the Netherlands Colonial government in 1929 to clear forests. In early 1965, coinciding with the rise of the Communist Party of Indonesia (PKI), the people of Pakel Village were reluctant to cultivate crops or use forests. This was to avoid accusations of being a member of the PKI for the community. In the end, PT Bumi Sari controlled the forest land based on the HGU a quo issued by the Decree of the Minister of Agrarian Affairs.

The initial problem of this conflict arose when PT. Bumi Sari when *de facto*, PT. Bumi Sari cultivates the forest land of the Pakel Village community. *De jure*, SHGU No.6/Songgon, SHGU No.2 Segobang territorially only covers Bayu Village, Songgon District, Banyuwangi. Supported by issuing a letter from BPN (National Land Agency) Banyuwangi explaining the HGU of PT. Bumi Sari does not include Pakel Village. Referring to these conditions, the people of Pakel return to the Village and use the land to cultivate the land. However, referring to the actions of the people of Pakel Village, PT. Bumi Sari reported it

to the Police (Law Enforcement). This then led to a prolonged conflict between the people of Pakel Village and PT. Bumi Sari until there was discrimination and intimidation from the Police against civil society, especially farmers in Pakel Village.

In overcoming agrarian conflicts, agrarian reform is an absolute action in reducing agricultural conflicts, mainly manifested in the structure of the regional autonomy law so that the orientation of regional autonomy can optimize the potential of natural resources owned by each region to the maximum. Regarding this idea, local governments must proactively formulate the RTRW (Regional Spatial General Plan) by defending the wider community's concerns. This is used as an effort to expand the realization of welfare. The strategy that needs to be carried out by the regional government is oriented toward identifying and developing the potential of natural resources, especially in the agricultural sector community. The farm sector considered it necessary to register its land legally as an effort to protect the Law and accelerate the certification of agricultural land as a fundamental aspect used in creating working capital as well as efforts to realize the welfare of farmers, who are the basis of the majority of people's work. Then, systematically and comprehensively, the Regional Development Planning and *Prolegda* (regional legislation program) will be formulated to prepare Regional Regulations by considering aspects of the rule of Law and community rights (Fauzi, 2022).

Banyuwangi Regency has a government program related to the existence of agricultural land; this regional legislation program (*prolegda*) focuses on LP2B or (Sustainable Agricultural Land and Food) the LP2B program is still reaching the *Raperda* stage. In response to the program, *Bapemperda* (Regional et al. Agency), which is a unique body in the formation of Banyuwangi regional regulations, provided information related to the LP2B, *Bapemperda* validated the existence of the LP2B *Raperda* plan in Banyuwangi, the existence of this *Raperda* is oriented as a form of creating legal certainty for agricultural and food land to develop sustainably in Banyuwangi. The Draft Regional Regulation PLP2B in Banyuwangi was formulated a few years ago, precisely in 2017. However, the formulation of this *Raperda* has several obstacles initiated by the executive agency, namely, not exercising its authority in collecting data and mapping protected land or LSD. So that the PLP2B map is inappropriate or

irrelevant. The Banyuwangi Agriculture and Food Service and the central government are involved in problems in the PLP2B Regional Regulation in Banyuwangi. LSD, determined by the Banyuwangi Agriculture and Food Service accompanied by *Pokja*, reached an area of 55,000 ha. Meanwhile, the data obtained from the Ministry of ATR/BPN reached an area of 66,000 ha.

The Banyuwangi Regency PLP2B Draft is planned to be consolidated again in 2024; in response to this, the Banyuwangi Regency DPRD formed a (special committee) to coordinate and deliberate in discussing the PLP2B *Raperda*. Name by address is a vital component in the PLP2B *Raperda* because it is *Rapeda*'s object. So, it is related to taxes that farmers or landowners must pay. In addition, PLP2B is a concept that has a strategic nature in providing legal certainty related to protecting farmers' land and creating food stability in Banyuwangi Regency. PLP2B also aims to coordinate protection related to land conversion and reduce land erosion in agriculture, which cancels food production and Banyuwangi's GDP (Oktavia, 2023).

Based on this background, this study seeks to analyze PLP2B for the SDGS as a reduction instrument in agrarian conflicts. This is done through the identification of 1) how the Protection of Sustainable Agricultural Land and Food (PLP2B) in Indonesia, 2) how the Authority of Banyuwangi Governments Ratify PLP2B for Conflict Reduction, 3) how PLP2B as a Sustainable Development Goals (SDGs).

Previous research, first conducted by Fei et al. (2021), states that China's agricultural land is gradually declining, reaching an average value of 0.00001. The downward trend applies from east to west. This study produced several important research results. Anggalini et al. (2020) states that implementing PLP2B as a government policy does not run optimally in all programs. This is a stagnation in the formulation mechanism to implementation. Before 2017, Gunungkidul's output almost achieved its goals and targets. However, after the new regulations were implemented in 2017, PLP2B became a dilemma rather than a solution. Inopianti et al. (2021) states that the land preparation determined as LP2B in Sukabumi City reaches 10.024 percent of the total area formulated. It comprises 41,046 m² of community land and 280,712 m² from the local government.

This study is essential considering that, based on research, no previous research has provided an alternative policy regarding the function of

PLP2B, which was used as a tool in reducing agrarian conflicts. Thus, this research is oriented toward creating new alternatives.

LITERATURE REVIEW

Conflict is a phenomenon or condition that cannot be avoided by society. Ultimately, conflict can be interpreted as a condition where a dispute exists between two or more people. This dispute consists of individuals or individuals, groups or groups, or individuals with groups. In this case, conflicts can be identified based on the views of several political figures, for example, Karl Marx with his class analysis, Antonio Gramsci with his hegemony, and several other figures such as Gayatri Spivak, who also gave his views on the conflict. According to Marx, in class analysis, conflict occurs between the bourgeoisie (upper class) and the proletariat (lower class), so later, there will be a need for a revolutionary movement that allows for practical concepts in creating social change. Meanwhile, Antonio Gramsci, through the philosophy of hegemony, determined Marx's view of social change that needed a gradual process so that it could not be revolutionary. Meanwhile, Gayatri Spivak, who elaborated on the position of the subaltern (Goodman, 2014). Conflicts in the context of land or agriculture are commonly referred to as agrarian conflicts. As an agrarian country, Indonesia has a high potential for agrarian conflicts. Presidential Regulation Number 62 of 2023 concerning the Acceleration of Agrarian Reform states that agrarian conflict is a form of agricultural dispute or dispute, both between farmers and groups and the government. Those with complex implications include economic, social, political, and cultural. The two-way interaction process between individuals or groups with similar interests is considered agrarian conflict. This is related to how both parties compete for interests in plant objects, water, air, etc., that are on their land (Perpres No.62/2023).

METHODOLOGY

This study actualizes the juridical normative model with the types of statute approach and conceptual approach. Juridical normative research is carried out with a mechanism to understand the interpretation of laws and is oriented to explain the problems being

studied in the research. In addition, normative research can also be interpreted as research conducted to examine a norm, principle, or legal principle to provide solutions or answers to legal problems in the research conducted (Marzuki, 2005). The approach implemented in this study is law, which is carried out by reviewing applicable laws and a conceptual approach that contains views that evolve in legal science (Marzuki, 2005). The study consisted of primary data and secondary data. Primary data comprises PLP2B, SPPN, PPA, and Regional Government Law, while secondary data contains various journals and books. Data analysis includes data collection, data reduction, and conclusions drawn. The data analysis of this study uses the theory of autonomy. Concluding uses an inductive pattern (generalization). Juridical normative research can minimize research bias, so this approach will identify gaps and create newness in research and science.

RESULTS AND DISCUSSIONS

Protection of Sustainable Agricultural Land and Food (PLP2B) in Indonesia

PLP2B in Indonesia has been regulated in Law Number 41 of 2009, which is then represented by is more specific to be regulated in the context of the fact that there is a government regulation as (*verodrnung*) or implementing regulations (Hulu & Thamrin, 2022). After the enactment of the Job Creation Law in Indonesia, the existence of the *quo* law has impacted the PL2B Law in that it can change a *quo* law. The impact produced shows the low status of a *quo* Law. Thus, the ratification of PLP2B, which the local government will abolish, cannot be actualized optimally. Degrading the status *quo* law is motivated by an amendment that can welcome the phenomenon of agricultural land conversion and the composition of farmers in Indonesia. In this case, the existence of agricultural land can be multiplied into other land at any time based on the National Strategic Project (PSN) (Sumarja et al., 2021). The term public interest in the status *quo* law is a form of representation of the people's interests. This, of course, contains several aspects related to irrigation and waterways. This is a problem because when PSN is determined in the Development program, it has implications for transferring agricultural land functions. The absence of a compensation mechanism provided by the government to land owners also adds to this.

PLP2B requires a suitable governance mechanism from the government. This governance is an effort to maximize program implementation in the sense that the government must be able to provide a governance surplus with the value of efficiency and effectiveness as the goals and objectives of the program. This goal can certainly provide potential for the desires and needs of the people. The orientation of PLP2B is a design that is expected to improve the welfare of the community, especially the farmers who are the subject of the program. Thus, farmers can have legal protection for assets or land rights cultivated for future generations.

The government must ensure protection and empowerment to create an escalation of farmers' lives. These two elements are components that cannot be separated from each other. In the early stages, if the government has provided legal certainty to farmers through the certification of their land rights, then the action that needs to be taken by the government is to empower farmers to increase production. PLP2B must involve several actors in its implementation to cover the program failure index. Farm participation is the most important thing that will make PLP2B a success. Farmer participation can be carried out to encourage the agricultural sector's potential to provide excellent future food protection. Farmer contribution has two aspects: the role of farmers as a driving element and an inhibiting element. This is based on the policy model approach implemented by the government. The government must carry out an empowerment model with a bottom-up approach so that farmers are used not only as PLP2B objects but also as PLP2B subjects. So that the aspirations and recommendations of farmers are needed in the policy formulation process. This is a vital aspect, considering that farmers better understand all the agricultural potential in the area.

Authority of Banyuwangi Governments Ratify PLP2B for Conflict Reduction

Public policy is an action that the government actualizes through the formulation needed or the ideals of the community that are realized and have achievement indicators. In a public policy discourse, there are 2 (two) categorizations of public policy: public policy with a top-down model and public policy with a bottom-up model (Dunn, 2020). First, the top-down model is a model that can form a public policy with the nature that the top-down model creates a form of

vertical policy from the top down. Meanwhile, the bottom-up model applies the opposite of the bottom-up model. The top-down model is a policy formed by the government with an instructive nature without a deliberation mechanism.

Meanwhile, the bottom-up model must accommodate the community's wishes by including ways and objectives for realizing policies (Cynthia & Yusran, 2021). Public policy has 3 (three) processes. Formulation, Implementation, and Evaluation. The formulation of a public policy that the government will realize is required to carry out a consolidation mechanism or deliberation to the community as the object of the policy (Olejniczak et al., 2020). In addition, all public policies also require innovation; this innovation needs to contain suitability and an effort to ensure the newness of the policy. Thus, innovative policies are expected to positively impact the community, and the policies that are formed (Tapia et al., 2023). This innovation is also carried out as part of an agenda to create a sustainable climate (Sururi, 2017).

In the implementation phase, public policy can be interpreted as realizing a program that has reached a consensus with the general public (stakeholders) (Ramdhani & Ramdhani, 2017). In this case, policy implementation consists of a document containing program objectives. Public policy tends to be caused by the relationship between technocratic data and government, which has political characteristics (Mateo-Babiano & Fong, 2024). In the implementation of policy implementation, this implementation is required to refer to components that can have implications or impacts on the policy. Along with implementing the policy, there are dynamics of problems that occur in the implementation process. So, policy evaluation is required to accelerate the realization of the program that needs to be performed (Desrinelti et al., 2021).

The authority of local governments in creating or forming a policy is based on the existence of regional autonomy. Regional autonomy is a form of authority owned by regions to govern their regions based on decentralization that is relevant to the community's wishes and the regional community's ideals (Article 1 paragraph (3) Regional Government Law). This regional autonomy is based on the principle of regional autonomy, which refers to implementing good government (Article 1 paragraph 7 Regional Law). As has

been explained above, regional autonomy is a representation of the concept of decentralization in the prevailing government system in Indonesia. This decentralization requires separating or granting authority from the central government (Article 1 paragraph 8 Regional Government Law). In this case, The Local Government Law contains Indonesia's positive Law of regional autonomy. Thus, the central government must support all aspects related to local government implementation. This authority is based on the right to legitimacy, which creates governance that can raise aspects of community aspirations, including aspects of local resource democracy (Fauzi, 2019). The concept of decentralization in Indonesia refers to the understanding based on local government affairs initiated by the central government. Indonesia not only has a decentralized system but also has a decentralization system. The term decentralization is a task and function of the local government in carrying out assignments by the central government as auxiliary organizers (*medebewind*) (Zubaedah & Hafizi, 2022).

Referring to the perspective of political empowerment, the orientation of decentralized existence can be described through 2 (two) perspectives. First, the orientation of decentralization can be identified as a matter between the local and central governments. Second, decentralization is oriented as an effort actualized by the government to create egalitarian, responsive, and accountable principles (Gadenne & Singhal, 2014). Implementing a system by local governments consists of content after the amendment of the Local Government Law. The Local Government law's content is a foundation of the principle of regional autonomy, which consists of highly complex entities. In this case, the local government has the authority to carry out its functions and authorities outside the central government's authority. The implementation of regulations on regional autonomy is aimed at creating governance and a form of consolidation between local governments to be able to run their government (Mookherjee, 2015). The output of decentralization in Indonesia is expected to have implications for several aspects of public services, the economy, and Development (Habibi, 2015). Regional autonomy as a public policy instrument through local government laws.

In exercising the authority of regional autonomy, based on Article 290 jo 293 of the Regional Government Law, Regional Governments must have 3 (three) documents to implement their government.

The documents are RPJPD, which has an effect period of 20 years; RPJMD, which has a validity period of 5 years; and RKPD, which is valid for 1 year. Thus, implementing development planning based on *musrenbang* needs to adjust to the 3 (three) documents mentioned. RPJPD is a document in which policy directions, goals, and objectives will be realized within 25 years. Then, this document is simplified with a 5-year validity by the RPJM. The RPJMD will later be specified in an annual document called the RKPD. These two documents are internalized in regional regulations, while RKPD documents are regulated in the Governor's Regulation/Regent/Mayor.

The Regency/City DPRD and the Regent/Mayor initiate regional regulations in DT III. This is done based on the *prolegda* process (regional legislation program). Local regulations have several roles. The first role of regional regulations is a form of legal institution representing the concept of decentralization or regional autonomy in Indonesia. Second, it is a tool to provide legal certainty for the community. Third, it is a component that aims to support Development in realizing people's welfare. Fourth, regional regulations are hierarchically under government regulations so that they become (autonome satzung). To avoid overlapping authority between the central and regional governments, a principle related to transparency and supervision must be followed in exercising its authority. This has been regulated in the provisions of Article 1 paragraph (1) of the P3 Law (Monteiro, 2016).

Higher regulations are helpful in the formulation of regional elections. In this case, higher regulations must be used as the basis for regional regulations in formulating their regulations. Thus, the substance in the normative determination does not contradict the above regulations. In preparing the Regional Regulation, *Bapemperda* must have an academic manuscript containing 3 elements of legislation formation. First, the manuscript must contain the basis of philosophy (philosophische grondslag), which requires local regulations to have substance related to philosophy. This philosophy is also the basis of ethics, norms, and values. So that it can be implemented in people's lives; second, the manuscript must consist of a juridical basis (juridische grondslag), which requires the existence of a law so that it can facilitate the regulations that are formed. Third, the manuscript must be based on a sociological basis (sociological grondslag). In this case, the formulation of the manuscript needs to have a provision

for *das-sein* to internalize the law that lives in society into normative law (Monteiro, 2016). Regarding the hierarchy of power, regional regulations are under the provisions of government regulation. Thus, local governments have the authority to ratify PLP2B into regional regulations as (*autonomy satzung*) this can be done by including the content of articles in the regional development program contained in the RPJMD. Referring to the Banyuwangi Regency RPJMD document for the 2021-2026 period, one of the strategic problems in Banyuwangi is the contribution of agriculture to GDP, which experienced a condition of decline that occurred in 2016-2019. In an effort to solve this problem, the Banyuwangi local government should be able to ratify PLP2B to create a load that makes it a priority for regional development in Banyuwangi. Thus, optimizing PLP2B as a priority for regional development is expected to escalate sustainable development in the region, especially in the agricultural and food sectors. This also refers to Indonesia's commitment to the SDGs.

Agrarian conflict is a conflict dynamic that requires political will to be carried out by the government. Currently, the government is trying to construct a strategy to reduce this. However, the government's strategy has yet to be proven effective. For agrarian law policies to be implemented or carried out effectively, it is necessary to refer to the validity of the applicable agrarian Law. It involves proactive steps that need to be followed up by the government. The relationship between national agricultural politics and law is required to impact the sustainability of national agriculture positively. In the sense that the politics of agricultural law has multiple functions, This is especially true in the agrarian sector. To create integration between regulations and each other. The implementation and evolution of the Law on national agriculture must be prioritized as much as possible to shape the people's welfare. Thus, being able to internalize the political value of the formation of laws needs to prioritize priorities that have a broad purpose for the community, not only for a small group or one of all parties who have practical interests (Rahma et al., 2021).

The state must coordinate and empower water and all natural resources provided to create welfare and prosperity for the people (Article 33 paragraph (3) 1945 Constitution). However, factually, there is overlapping power. That is, to balance the interests of the community at large with the interests of the government or the private sector, which provides the potential for prolonged conflicts. The background

of the conflict has historically been identified as a difference in the interests of the community and the government or the private sector. One is in Banyuwangi, between the Farmers Pillar of Pakel Village and PT. Bumi Sari. Those that are classified into explicit interests and implicit interests. This kind of condition has also been explained by Dahrendorf, who stated that the dynamics of human society have a dynamic nature that is not balanced (Ramadani & Harianto, 2022).

In reducing agrarian conflicts, agrarian reform is needed. Agrarian reform can be defined as an improvement made by the government; this includes ownership rights, control structures, and land use. However, the resolution of agrarian conflicts remains in effect for a long time. Agrarian conflicts do not have a regulation that regulates the resolution of agrarian conflicts that can create a form of justice for people involved in disputes with the private sector or the government. So, it is necessary to create regulations that can accommodate conflict resolution and contain humanistic values. In this case, implementing favorable laws in Indonesia is expected to reduce agrarian conflicts. Thus, the conflict can be resolved fairly. Referring to the perspective of Human Rights, progressive Law provides a view of the agrarian conflict, which refers to the substance of progressive Law itself, which emphasizes the aspect of justice without eliminating positive Law. This view is related to the paradigm (sociological jurisprudence), which states that (Law as a tool of social engineering) is refers to the aspect of the Law related to the implementation of the Law in society as a tool for reform. A review of the perspective of progressive Law that prioritizes the community's rights creates a potential for law enforcement to resolve agrarian conflicts that are expected to contain human rights values, especially for the underprivileged (Utomo, 2020).

Theoretically, progressive Law in Indonesia contains aspects of justice and utility. These two aspects are a model (legalistic-positivistic) that the five senses or positivism cannot verify. Law in Indonesia is carried out through an approach that contains dominative and hegemonic elements. So, agrarian conflicts in Indonesia are complicated to resolve. Thus, to resolve an agrarian conflict, it is expected to base it on the formal relief aspect (law in books) and prioritize the sociological aspect (law in action). Indonesian society has an eastern cosmology, which makes it not position itself as an individual but as a group that stands integrally. So that individuals cannot be separated by groups that have communal characteristics (Sholahudin, 2017).

PLP2B as a Sustainable Development Goals (SDGs)

Hák et al. (2016) mentioned that the main factors in policy are policy formulation and policy evaluation. To realize policy efficiency and create a sustainable development climate, it is necessary to apply aspects of knowledge to scientific elements. Sustainable Development is an extensive view that has a very macro aspect. In this case, the concept of sustainable development requires the existence of regulations related to the integration of values and knowledge (Fleming, 2017). Thus, sustainable development is not only based on certification or formality (Griggs, 2014). Integration in sustainable development is also oriented towards several aspects that are the basis of the indicator, namely the trade-off aimed at forming harmony and dependence on each other. This harmony can result in the success of development. The goal of sustainable development can be realized when there is a role between the community, the government, and the private sector that can ensure the realization of development (Iheanacho, 2014).

The Sustainable Development Goals (SDGs), identifiable as the global goals, are an agreement mechanism to end poverty movements, provide natural protection, and shape world peace for the future. Collectively, all UN member states in the world simultaneously ratified the concept of the SDGs in 2015. This is done through several vulnerable periods, namely 2016 to 2023. The background of this ratification is based on strategic steps oriented toward creating sustainability. So that it can be internalized by the public based on political and intuitive views, fundamentally, this orientation is expected to be able to create opportunities for collaboration and consolidation that are indeed carried out when a country formulates this policy based on a global approach as an agenda to realize legal justice based on humanity, justice, as well as the welfare of the community. The impact of the SDGs refers to the quality of sound and sustainable governance. This governance is highly dependent on the role and contribution of the central government and local governments. So that the goals of the SDGs can be realized by creating an environmental, economic, and socio-political balance (Aji & Kartono, 2022).

According to data from Bappenas (National Development Planning Agency), in 2023, achieving the SDGs in Indonesia will reach a score of 70.16 out of 100 scale. In general, the SDGs contain several aspects, namely 17 (seventeen) goals and 169 (one hundred and sixty-

nine) targets that will be achieved by 2030. The 3 (three) goals include (no hunger, quality education, and clean water or proper sanitation) by the SDGs targets. Meanwhile, 6 (six) goals, including (a healthy and prosperous life, gender equality, economic growth, decent work, infrastructure, reducing inequality, production, and consumption) have escalated. The remaining 8 (eight) goals, namely (no hunger, clean and affordable energy, sustainable cooling, climate change management, marine ecosystems, terrestrial ecosystems, partnerships, justice, peace, and resilient institutions) are stagnant (fixed). To realize the SDGs, the central and local governments need to develop a policy strategy in the development sector. Policy strategy is a component needed by the central government and local governments to support the concept of SDGs. Policy in Development is state administrators' response to a phenomenon or case in society. The government's response must be carried out collectively, involving all stakeholders. Policy is also defined as a social practice that will be realized when a policy formulation is implemented. The policy itself is carried out through formulation, implementation, and policy evaluation. In supporting the SDGs, policy implementation is required to contain what is contained in the policy formulation. So that the impact of policy implementation can be based on policy goals and objectives. Policy implementation is also expected to provide a highly positive impact, namely outputs relevant to the goals and objectives of the oriented policy (Desrinelti et al., 2021).

In Indonesia, the concept of development emphasizes the aspect of sustainable development. As explained, sustainable development in Indonesia is an effort to eliminate the adverse effects of conventional development practices (Francisco & Linnér, 2023). The concept of SDGs reached the agreement of countries around the world in the Rio Declaration 1992. Therefore, the concept of Sustainable Development reached the consensus of world countries in the Rio Declaration in 1992. SDGs are a form of sustainability initiated by the World Commission on Environment and Development (WCED). According to WCED, sustainable development is a significant rake set to provide certainty to future generations (Wibisana, 2017). WCED provides the understanding that 2 (two) elements contain the principle of needs and limitations. Needs are a significant aspect that becomes a benchmark in meeting all the needs of the underprivileged or poor. The second element is limited, Which is carried out in the environmental sector through support to create a sustainable climate. As an agenda to

ensure sustainable development, integration must be carried out in the development planning process in Indonesia. Which then must be regulated by the national development law. The correlation between integration and development is a fundamental element that forms the state. That is then aimed at ensuring the protection of people's rights.

In Indonesia, the Law regulating national Development is the SPPN Law; in the SPPN Law, it is stated that Development is an action implemented to integrate elements that are the state's goal (Article 1 ayat 2 SPPN Law). National development in Indonesia requires a mechanism that needs to be carried out; the mechanism of Indonesia's national development is the National Development Planning System. SPPN is a national development planning process that forms RPJP, RPJM, and RKP. This needs to be actualized through several levels, namely the village/sub-district to the national level (Article 1 paragraph 3 SPPN Law). This national development is then implemented by referring to the element of cooperation, which is carried out based on balance and national unity (Article 2 paragraph 1 SPPN Law).

In its participation in the sustainable development program, in this case, the Banyuwangi government formulated an RPJMD that will be valid in 2021-2026. This RPMD contains the Strategy, Direction, and Development goals in Banyuwangi Regency, Indonesia. The policy direction of the Banyuwangi government, based on the RPJM, is a concrete entity in implementing regional development planning to create optimal performance. The policy direction is a reference for the Banyuwangi local government in ensuring and implementing policy programs for 5 years. This is oriented toward realizing the goals of the RPJMD. The following are the issues and policy strategies of the Banyuwangi government listed in the RPJMD and must be carried out in the 2021-2026 period;

Table 1

Strategic Issues and Strategies of the Regional Government of Banyuwangi Regency, Indonesia

No	Strategic Issues	Strategy
1	Adaptation of the tourism sector in the new average era	
2	Thematic Tourism Infrastructure Development	Building infrastructure followed by the Development of MSMEs and agriculture, and strengthening investment, access to the local labour market
3	Road Infrastructure	
4	Inclusive economy (capital market, MSMEs, Agriculture, and Tourism)	
5	Social Security and Assistance	Increasing family resilience through the provision of employment, labour-intensive, capital assistance, and women's participation
6	Quality of Health	
7	Quality of Education	Creating superior and highly competitive human resources focused on improving preventive and promotive in the health sector, food price stability, and the reach of people's purchasing power
8	Development of Quality Education for labour market adjustment	
9	Capital Strengthening and Environmental Development	Strengthening social capital through the optimization of cultural wealth
10	Public Service	Innovation of public services to villages

Based on Table 1, the Banyuwangi Regency RPJMD for the 2021-2026 period contains several strategic issues starting from the tourism, economy, infrastructure, agriculture, education, social, labor, environment, and public service sectors. Referring to the RPJMD above, the Banyuwangi Regency Government needs to

contain strategic issues about land protection to defend the rights of the Banyuwangi people and improve the agricultural sector by minimizing the transfer of agricultural land functions.

CONCLUSION

Based on the results and analysis above, implementing the PLP2B Law needs to be improved. This was after the enactment of the Job Creation Law, which imposed the PSN (National Strategic Program), which can precede the PLP2B in running a program. So that all land designated as PSN cannot be denied using PLP2B. Moreover, there are no conditions regarding compensation. The Banyuwangi local government has the authority to ratify the Law-PLP2B through the function of regional autonomy as an implication of the concept of decentralization in the Indonesian government system. The Banyuwangi Regency government should optimize this function to create regulations or programs that have a relationship or correlation with the resolution of agrarian conflicts. The Banyuwangi Regency Regional Government has tried to ratify the PLP2B Law. However, the ratification of the Law-PLP2B in Banyuwangi is hampered by the existence of a by-name by address mechanism. This should be a momentum to create new instruments in Sustainable Development. Thus, the concept of sustainable Development is not only based on economic aspects in terms of increasing the income of the farming community but also on providing protection of rights for farmers. Not only that, but the problem in Banyuwangi is also related to the Banyuwangi Regency RPJMD document for the 2021-2026 period; one of the problematic and strategic issues in Banyuwangi is the role of the agricultural sector in the GDP of Banyuwangi Regency which seems to have decreased consistently from 2016-2019. In creating the concept of Sustainable Development as the implementation of the SDGs in Banyuwangi, the Banyuwangi Government in the Banyuwangi Regency RPJMD for 2021-2026 contains several sectors ranging from tourism, economy, infrastructure, agriculture, education, social, labor, environment, to public services. As for the suggestion from the researcher, in response to the failure of the ratification of the Law-PLP2B into a Banyuwangi Regency Regional Regulation on LP2B, the Banyuwangi government should be able to accommodate the issue of agrarian conflicts, which has become a sustainable problem in Banyuwangi. This can be done by accommodating policies that will later be contained in the RPJMD.

However, at this time, the Banyuwangi RPJMD does not contain elements related to agrarian reform.

ACKNOWLEDGMENT

The researcher expressed his gratitude to various parties who have helped facilitate this research. He also thanked the Journal of Governance and Development (JGD) of Universiti Utara Malaysia for allowing him to express his ideas in this study. Hopefully, this article will be useful for readers and become evaluation material for the Banyuwangi Regency Regional Government.

REFERENCES

- Anggalini, T. D., Retnandari, N. D., Yuliani, K., Keban, Y. T., & Mulyo, J. H. (2020). Sustainable food agriculture land protection policy for Gunungkidul, Yogyakarta, Indonesia: Solution or dilemma? *IOP Conference Series: Earth and Environmental Science*, 423(1), 0–6. <https://doi.org/10.1088/1755-1315/423/1/012043>
- Cynthia, V., & Yusran, R. (2021). Evaluasi program desaku menanti dalam penanggulangan gelandangan dan pengemis di Kota Padang. *Jurnal Manajemen Dan Ilmu Administrasi Publik*, 3(1), 39–46. <https://doi.org/10.24036/jmiap.v3i1.191>
- Desrinelti, D., Afifah, M., & Gistituati, N. (2021). Kebijakan publik: Konsep pelaksanaan. *Jurnal Riset Tindakan Indonesia*, 6(1), 83. <https://doi.org/10.29210/3003906000>
- Dunn, W. N. (2020). *Public policy analysis: An introduction*. Gadjah Mada University Press.
- Fauzi, A. (2019). Otonomi daerah dalam kerangka mewujudkan penyelenggaraan pemerintahan daerah yang baik. *Spektrum Hukum*, 16(1), 133. <https://doi.org/10.35973/sh.v16i1.1130>
- Fauzi, A. (2022). Reformasi agraria dalam kerangka otonomi daerah. *Jurnal Bina Mulia Hukum*, 6(2), 218–233. <https://doi.org/10.23920/jbmh.v6i2.678>
- Fleming, A., Wise, R. M., Hansen, H., & Sams, L. (2017). The sustainable development goals: A case study. *Marine Policy*, 86(September), 94–103. <https://doi.org/10.1016/j.marpol.2017.09.019>

- Flores-Tapia, C. E., Pérez-González, M. del C., Maza-Ávila, F. J., & Flores-Cevallos, K. L. (2023). Public policy guidelines for a comprehensive, territorial and sustainable development to improve productivity and competitiveness. Case Tungurahua province–Ecuador. *Heliyon*, 9(5). <https://doi.org/10.1016/j.heliyon.2023.e15426>
- Francisco, M., & Linnér, B. O. (2023). AI and the governance of sustainable development: An idea analysis of the European Union, the United Nations and the World Economic Forum. *Environmental Science and Policy*, 150(August). <https://doi.org/10.1016/j.envsci.2023.103590>
- Gadenne, L., & Singhal, M. (2014). Decentralization in developing economies. *Annual Review of Economics*, 6, 581–604. <https://doi.org/10.1146/annurev-economics-080213-040833>
- Goodman, G. R., & D. J. (2014). *Teori sosiologi: Dari teori sosiologi klasik sampai perkembangan mutakhir teori sosial postmodern* (I. R. Muzir (ed.)). Kreasi wacana.
- Griggs, D., Smith, M. S., Rockström, J., Öhman, M. C., Gaffney, O., Glaser, G., Kanie, N., Noble, I., Steffen, W., & Shyamsundar, P. (2014). An integrated framework for sustainable development goals. *Ecology and Society*, 19(4). <https://doi.org/10.5751/ES-07082-190449>
- Habibi, M. M. (2015). Analisis pelaksanaan desentralisasi dalam otonomi daerah kota/kabupaten. *Jurnal Pendidikan Pancasila Dan Kewarganegaraan*, 28(2), 272. [https://doi.org/10.1016/0014-4894\(54\)90048-X](https://doi.org/10.1016/0014-4894(54)90048-X)
- Hák, T., Janoušková, S., & Moldan, B. (2016). Sustainable development goals: A need for relevant indicators. *Ecological Indicators*, 60, 565–573. <https://doi.org/10.1016/j.ecolind.2015.08.003>
- Hulu, L., & Muhammad Husni Thamrin. (2022). Pengelolaan cadangan pangan masyarakat melalui lumbung pangan di Kabupaten Deli Serdang. *Jurnal Kajian Agraria Dan Kedaulatan Pangan*, 1(2), 1–7. <https://doi.org/10.32734/jkakup.v1i2.9143>
- Iheanacho, E. N. (2014). National development planning in Nigeria: An endless search for appropriate development strategy. *International Journal of Economic Development Research and Investment*, 5(2), 49–60.
- Inopianti, N., Munibah, K., & Purwanto, M. Y. J. (2021). Implementation of sustainable food agricultural land protection policy in Sukabumi City, West Java, Indonesia. *International Journal of Business, Economics, and Social Development*, 2(3), 107–112. <https://doi.org/10.46336/ijbesd.v2i3.161>

- John Salindeho. (1987). *Masalah tanah dalam pembangunan*. Sinar Grafika.
- Marzuki, P. M. (2005). *Penelitian hukum*. Kencana.
- Mateo-Babiano, I., & Fong, A. (2024). Integrating multiculturalism in public space policy and place governance. *Urban Governance*, 4(1), 56–67. <https://doi.org/10.1016/j.ugj.2024.01.001>
- Monteiro, J. M. (2016). *Pemahaman dasar hukum pemerintah daerah*. Pustaka Yustisia.
- Mookherjee, D. (2015). Political Decentralization. *Annual Review of Economics*, 7(1), 231–249. <https://doi.org/10.1146/annurev-economics-080614-115527>
- Olejniczak, K., Borkowska-Waszak, S., Domaradzka-Widła, A., & Park, Y. (2020). Policy labs: The next frontier of policy design and evaluation? *Policy and Politics*, 48(1), 89–110. <https://doi.org/10.1332/030557319X15579230420108>
- Peraturan Presiden Nomor 62 Tahun 2023 tentang Percepatan Pelaksana Reforma Agraria.
- Prabu Aji, S., & Kartono, D. T. (2022). Kebermanfaat adanya sustainable development goals (SDGs). *Journal of Social Research*, 1(6), 507–512. <https://doi.org/10.55324/josr.v1i6.110>
- Rahma, H. A. R., Fitriani, I. F., Fitriani, L. D., & Hilman, Y. A. (2021). Kebijakan reforma konflik hukum politik agraria di era pemerintahan Jokowi. *Jurnal Interaktif*, 13(2), 33–40. <https://doi.org/10.21776/ub.interaktif.2021.013.02.4>
- Ramadani, F. E., & Harianto, S. (2022). Konflik sosial perebutan lahan perkebunan. *Kontruksi*, 11(1), 1-34.
- Ramdhani, A., & Ramdhani, M. A. (2017). Konsep umum pelaksanaan kebijakan publik. *Jurnal Publik*, 1–12. <https://doi.org/10.1109/ICMENS.2005.96>
- Sholahudin, U. (2017). Pendekatan sosiologi hukum dalam memahami konflik agraria. *Dimensi*, 10(2), 49–59.
- Sinaga, P. (2020). Konflik dan refoprmasi agraria di Indonesia: Tantangan dan harapan. *Journal of Government*, 5(2), 57–73.
- Sumarja, F., Rifai, E., Tisnanta, T., & Saputra, R. A. (2021). Problematika perlindungan lahan pertanian berkelanjutan pasca undang-undang cipta kerja. *Sasi*, 27(4), 492. <https://doi.org/10.47268/sasi.v27i4.562>
- Sururi, A. (2017). Inovasi kebijakan publik (tinjauan konseptual dan empiris). *Sawala : Jurnal Administrasi Negara*, 4(3), 1–14. <https://doi.org/10.30656/sawala.v4i3.241>

- Undang-Undang No. 23 Tahun 2014 Tentang Pemerintahan Daerah, Pub. L. No. 23, 1 (2014). [https://peraturan.bpk.go.id/Home/Download/28013/UU Nomor 23 Tahun 2014.pdf](https://peraturan.bpk.go.id/Home/Download/28013/UU%20Nomor%2023%20Tahun%202014.pdf)
- Utomo, S. (2020). Penerapan hukum progresif dalam penyelesaian konflik agraria. *Volksgeist: Jurnal Ilmu Hukum Dan Konstitusi*, 3(2), 33–43. <https://doi.org/10.24090/volksgeist.v3i2.3998>
- UUD Negara RI Tahun 1945.
- UU No. 25 Tahun 2004 tentang Sistem Perencanaan Pembangunan Nasional, Pub. L. No. 25, Peraturan.Bpk.Go.Id 1 (2004). [https://peraturan.bpk.go.id/Home/Download/30429/UU Nomor 25 Tahun 2004.pdf](https://peraturan.bpk.go.id/Home/Download/30429/UU%20Nomor%2025%20Tahun%202004.pdf)
- Wibisana, A. G. (2017). Pembangunan berkelanjutan: Status hukum dan pemaknaannya. *Jurnal Hukum & Pembangunan*, 43(1), 54. <https://doi.org/10.21143/jhp.vol43.no1.1503>
- Zakie, M. (2013). *Kewenangan negara dalam pengadaan tanah bagi kepentingan umum di Indonesia dan Malaysia*. Buku Litera.
- Zakie, M. (2017). Konflik agraria yang tak pernah reda. *Jurnal Ilmiah Hukum Legality*, 24(1), 40. <https://doi.org/10.22219/jihl.v24i1.4256>
- Zubaedah, P. A., & Hafizi, R. (2022). Sentralisasi atau desentralisasi: Pelaksanaan otonomi daerah di Indonesia. *Jurnal Cahaya Mandalika*, 3(3), 865–878.