EAS Journal of Humanities and Cultural Studies
Abbreviated Key Title: EAS J Humanit Cult Stud
ISSN: 2663-0958 (Print) & ISSN: 2663-6743 (Online)
Published By East African Scholars Publisher, Kenya

OPEN ACCESS

Volume-6 | Issue-3 | Jul-Aug-2024 | DOI: 10.36349/easjhcs.2024.v06i03.004

Original Research Article

Study of Area Spatial Planning of Defense Efforts Protected Field Land

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Article History
Received: 24.06.2024
Accepted: 29.07.2024
Published: 01.08.2024

Journal homepage:
https://www.easpublisher.com

Quick Response Code

Abstract: This research aims to describe policy implementation and explain the factors that influence the implementation of spatial planning policies to maintain protected rice fields based on regional regulation Number 6 of 2022 concerning Malang City's regional spatial planning plans for 2022-2042. The research method used is a qualitative descriptive method with an inductive approach. The theory used in the policy implementation theory put forward by George C. Edwards III with indicators of communication, resources, disposition and bureaucratic structure. Data collection techniques are interviews, observation and documentation. Data analysis techniques are used through data collection, data condensation, data presentation, drawing conclusions, and verification. The research results show that based on the implementation of spatial planning policies to maintain protected rice fields in Malang City, spatial planning activities were carried out without community participation. Spatial planning regulations to maintain protected rice fields are outside the vision and mission of Malang City. Space utilization is carried out through provisions on the suitability of space utilization activities, indications of leading programs, and synchronized implementation of space utilization programs. Meanwhile, control of space utilization is carried out through supervision, monitoring and administration of administrative sanctions. Supporting factors consist of clarity of regulations, adequate resources, a positive attitude of implementers, and clarity of division of authority. Meanwhile, inhibiting factors include socialization not progressing, regulatory inconsistencies, clarity of budget allocation, implementing incentives and non-existent SOPs. Apart from that, there are external inhibiting factors, namely the high selling price of land and other livelihoods. In the future, the Regional Government of Malang City needs to make special regulations that regulate the details of protected rice fields, and there is a need for ongoing public outreach and consultation with the community.

Keywords: Spatial Planning, Policy Implementation, Rice Fields.

1. INTRODUCTION

Law Number 26 of 2007 concerning spatial planning is a statutory regulation that provides a clear, firm and comprehensive basis for ensuring legal certainty for efforts in regional spatial planning. Spatial planning includes spatial planning processes, space utilization and control of space utilization. This unity cannot be separated from one another to ensure the creation of effective and efficient spatial planning. Implementing spatial planning at the regional level must still refer to the legal regulations derived from Law Number 26 of 2007. In 2011, there was Malang City Regional Regulation Number 4 of 2011 concerning Malang City Regional Spatial Planning for 2010-2030. This regional regulation is being reviewed as time passes due to the strategic national policy of protecting rice fields.

Malang City Regional Regulation Number 6 of 2022 concerning Malang City Regional Spatial Plan for 2022-2042 replaces the 2011 Malang City Regional Spatial Plan Regional Regulation. This regional regulation is a guideline for spatial planning, space utilization, and space utilization control in Malang City. This regulation can create integration, linkage, and balance in developing sectors related to spatial planning in the Malang City area. The agricultural area referred to in this spatial planning regional regulation is the allocation of space developed to accommodate activities related to cultivating certain crops, feeding, housing and keeping animals for personal or commercial purposes.

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Along with population growth in Malang City, there is a phenomenon of land conversion for housing, tourist attractions or hotels.

Support for the availability of rice fields related to achieving food self-sufficiency is one of the priorities in national development. Then, to secure existing food land so it is not converted and achieve national development goals, Law Number 41 of 2009 concerning the Protection of Sustainable Food Agricultural Land was drafted. A vital instrument in supporting the implementation of regulations relating to Sustainable Food Agricultural Land is protected rice fields, which are used as a supporting tool for managing permits related to transferring land functions by applicable regulations.

The implementation of this spatial planning policy will describe the spatial planning process, which includes planning, utilization, and control of space utilization by applicable regulations, and it will describe any problems or obstacles often encountered in the process. Therefore, researchers are interested in further research regarding implementing spatial planning policies to maintain protected rice fields.

This research aims to describe policy implementation and explain the factors that influence the implementation of spatial planning policies to maintain protected rice fields based on regional regulation Number 6 of 2022 concerning Malang City's regional spatial planning plans for 2022-2042. The benefits of the research are expected to provide constructive input and suggestions related to spatial planning so that it complies with the spatial planning provisions contained in the Malang City regional spatial plan, Malang City so that the availability of rice fields are protected. For policymakers, this research can provide input in improving this policy so that it is easier to implement and as input in preparing other regulations regarding spatial planning.

2. LITERATURE REVIEW

The implementation model is divided into 3 (three) generations, namely the top-down model, bottom-up model and hybrid model. The top-down model is defined as an implementation model initiated by the government that the community must follow. This model follows a perspective approach that interprets policy as input and implementation as output factors. The bottom-up model is an implementation model based on a type of public policy that encourages people to carry out their policy implementation or still involve government officials, but only in the lowlands. The community usually initiates this model policy. Meanwhile, the hybrid implementation model is based on principles of government collaboration and community participation.

The researcher used George Edward III's implementation model in this research. George C. Edwards' view in Budi Winarno (2012: 177) defines policy implementation as one of the stages of public policy, between the formation of policies and the consequences of policies for the communities they influence. This implementation model is an example of an implementation process with a top-down model approach. Edward says several factors influence implementation: communication, resources, tendencies and bureaucratic structure.

Adisasmita (2010:64) defines spatial planning as planned and unplanned structural forms and space use patterns. Spatial layout needs to be planned to make it easier to accommodate the continued development of the area concerned. According to Mirsa (2012:40), in spatial planning, three essential things must be considered: Spatial Planning, Space Utilization and Space Utilization Control. Law Number 26 of 2007, which regulates spatial planning, explains that spatial planning is a process for determining spatial structure and patterns, including preparing and determining spatial planning.

In general, the purpose of spatial planning is to support development activities. An area to be built will undergo review and planning to make land use more effective and efficient. Proper spatial planning can be done through implementing space utilization programs (Perdana Putri, Hariyanto and Prianto, 2023; Widiarto, Ngarawula and Prianto, 2023). Space utilization is a series of development implementation activity programs that utilize space according to the period specified in the spatial plan.

Rice fields that are protected are rice fields that have been determined by the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency through synchronization of the Integrated Team. This rice field is land whose function will be maintained in the context of national food security. Determining protected rice fields begins with verifying raw rice fields using satellite imagery, land and spatial planning data, irrigation data, rice field print data and forest area data, followed by clarification activities with the local government.

3. METHODOLOGY

3.1 Research Design

The research approach used in this research is descriptive qualitative research with data analysis using an inductive approach. In this research, the researcher focuses more on analyzing and describing events that occur in the field systematically, logically and objectively so that they can truly understand every fact that occurs and solve existing problems using scientific methods.

3.2 Research Location

In this research, the research location will be Malang City, namely the Public Works, Spatial Planning, Housing and Settlement Areas Department of Malang City.

3.4 Research Informants

The method researchers use to determine informants is criterion-based selection or determining informants based on specific criteria according to the type of data desired by the researcher. The sample was determined using purposive sampling, where the informants were determined according to the objectives desired by the researcher.

3.4 Data Types and Sources

In this research, researchers used primary data sources and secondary data. Primary data was collected through direct interviews in a determined number. Meanwhile, secondary data is in the form of literature, books, reports, etc., relevant to the research title.

3.5 Data Collection Procedures

The data used is secondary data in this research, so the data in this research was obtained using document study techniques, namely collecting data through documents that are available or have been published by other parties.

3.6 Data Collection and Analysis Techniques

The author used interview, observation and documentation techniques to collect data and information. Data were analyzed using the theoretical concepts of Miles, Huberman and Saldana (2014), namely data collection, data condensation, data presentation, drawing conclusions and verification.

4. RESEARCH RESULT

The implementation stage is quite crucial because a policy that has been prepared can be implemented so that the desired public policy objectives can be achieved. Spatial planning consists of three interrelated activities: spatial planning, space utilization, and space utilization control. Spatial planning is a process for determining spatial structure and patterns, including preparing and determining spatial plans. The result of spatial planning activities is a Regional Spatial Plan. The first step in spatial planning is to analyze existing land use, related needs and deficiencies. Next, priorities and policies in spatial planning should be determined. After priorities and policies have been determined, the next step is to prepare a spatial plan. The next step is community consultation and participation.

Spatial planning activities in determining protected rice fields are closely related to public outreach and consultation activities. Before implementing a decision, the implementor must be aware that a decision has been made and an order for its implementation has been conveyed to the relevant agencies and the community. This is so that there is a clear understanding between related agencies and the public can understand and accept the policy. So that not only internal parties but also the public will get information regarding spatial planning policies to maintain this protected rice field.

Based on the interview results, internal spatial planning activities maintaining protected rice fields have yet to be conducted, and public outreach and consultation with the community have yet to be conducted. So, the community still needs to learn and understand that their rice fields are included in the policy for determining protected rice fields. Integration between the Decree of the Minister of Agrarian Affairs/ Head of the National Land Agency Number 1589/SK-HK.02.01/ Protected rice fields are included in the Regional Regulations on the Malang City spatial planning plan. From spatial planning, it is clear that there needs to be more consistency in spatial planning to maintain protected rice fields in Malang City. This can be seen in the vision and mission of Malang City, which tends to be in the industrial sector and regional trade regulations, not in the agricultural sector. So, the agricultural sector receives little attention. Even now, the detailed spatial planning plan that will regulate the details related to protected rice fields still needs to be completed.

Space utilization activities refer to the space function specified in the existing spatial plan. Space utilization is carried out per minimum service standards in spatial planning, environmental quality standards, and carrying capacity. Space utilization activities, as intended in the regional regulations of Malang City's regional spatial planning plan for Malang City consist of provisions for the suitability of space utilization activities, indication of leading programs, and synchronized implementation of space utilization programs. The suitability of space utilization activities is the compatibility between the space utilization activity plan and the spatial planning plan. In licensing the suitability of space utilization activities, the requirements for complete documents must be met, and the location must be determined by the designations in the detailed spatial planning plan. The synchronization of space utilization programs for the designation of protected rice fields can be done by aligning the leading program indicators with existing programs in both medium- and short-term regional development planning documents.

Based on the results of interviews, information was obtained that the use of space in maintaining protected rice fields was carried out through licensing provisions regarding the suitability of space utilization activities, indications of leading programs and synchronized implementation of space utilization programs. Where the existence of protected rice fields is used as a tool to support licensing for the suitability of space utilization activities. The main program indication for utilizing space related to protected rice fields is the creation of agricultural cultivation areas. The synchronization document for the overall space utilization program in the Malang City regional spatial plan already exists, including regulating the alignment of the protected rice field program with the regional government's work plan. Coordination between related agencies in space utilization activities has been carried

out by implementers who are competent in their fields. However, this needs to be balanced by community/farmer knowledge as a policy target. Space utilization activities in maintaining protected rice fields have also yet to be socialized to the community. So, they need to understand the exact provisions governing rice fields that have been designated as protected rice fields.

Controlling space utilization is an effort to realize orderly spatial planning according to the spatial planning plan. Listen, the existence of space utilization control activities supports everyone in complying with the spatial planning plan that has been determined, utilizing space by the spatial planning plan, and complying with the provisions stipulated in the requirements for suitability of space utilization activities. Space utilization control activities based on Regional Regulation Number 6 of 2022 concerning Malang City Regional Spatial Planning for 2022-2042 consist of general zoning provisions, incentive and disincentive provisions, direction of sanctions and assessment of the implementation of space utilization. In connection with the determination of protected rice fields in the regional regulations, the City Public Works and Spatial Planning Department controls space utilization by making adjustments to the use of space. The City Public Works and Spatial Planning Department supervises and monitors space utilization. Administrative sanctions will be given if protected rice fields are converted into non-agricultural land.

Based on the interview results, information was obtained that space utilization control activities in maintaining protected rice fields are carried out based on Minister of Agrarian Affairs/National Land Agency Regulation Number 21 of 2021 concerning the Implementation of Space Utilization Control and Building Supervision. The Department of Public Works and City Spatial Planning controls the use of space in maintaining protected rice fields through prevention, not violation. Control of spatial use of protected rice fields is contained in spatial plans and permits. Monitoring and supervision are carried out to control the use of space on protected rice fields. The Department of Public Works and City Spatial Planning routinely monitors spatial planning, not only regarding protected rice fields. This monitoring activity is carried out depending on the budget allocation. If the budget allocation is adequate, the Department of Public Works and City Spatial Planning will carry it out simultaneously in Malang City. However, if the budget allocation needs to be improved, it will be carried out in each sub-district. Apart from monitoring activities, the Department of Public Works and City Spatial Planning also carries out control by ATR/BPN Ministerial Regulation Number 21 of 2021. There is also an administrative sanction mechanism for those who commit violations in controlling space utilization. The Food Security and Agriculture Service also carries out control in terms of prevention by providing assistance with agricultural tools and machinery, making irrigation channels, and even reducing land and building tax on rice fields by 40%.

Supporting factors in research, using the theory outlined by Edward III, where various factors or indicators can influence the success of implementing a policy. Communication is one of the means used in the process of disseminating information. When communication goes well, stakeholders in a policy will understand what will be done so that the policy can be implemented well. In the communication indicator, the supporting factors for implementing spatial planning policies in maintaining protected rice fields are obtained in terms of clarity and consistency of implementation.

Clarity of information in a policy is a significant communication indicator. The information must be clear and accurate because it will encourage the achievement of the policy objectives. Instructions for implementing spatial planning to maintain protected rice fields must be clear. Spatial planning policies synchronized with protected rice fields are contained in the regional regulations for spatial planning for the Malang City area of Malang City. Consistency is also essential information in policy implementation. Orders given to policy implementers must be consistent and not change. If the orders given change frequently, policy implementation will be confused. Regarding consistency in implementing spatial planning policies, the Public Works Department for Spatial Planning, Housing and Settlement Areas, which is in charge of spatial planning, was appointed as the implementer. We have coordinated with relevant stakeholders, but it has not been too intense.

Resources are an essential instrument in policy implementation. Because anyway the provisions or rules of a policy are clear and consistent, the implementation of the policy can run effectively if there are supporting sources. In the indicators of these sources, there are supporting factors for implementing spatial planning policies in maintaining protected rice fields, namely staff, information, authority and infrastructure. In terms of staff, both quantity and quality are adequate. Each staff member in charge carried out the spatial planning. The number of staff in charge of spatial planning is more than sufficient, namely around 18 people. Information has also been conveyed internally. Several agencies involved in implementing spatial planning policies to maintain protected rice fields already understand the limits of their respective authorities.

Authority is essential in determining the success of policy implementation. The Department of Public Works, Spatial Planning, Housing & Residential Areas understands the boundaries and our authority as implementers of this spatial planning policy. Specifically, we do not take tusi from other agencies. We also often coordinate with other agencies, such as the Food and Agriculture Security Service and Bappeda. If

the resources consisting of staff, information and authority are adequate and competent but the facilities aspect needs to be improved, this will affect the success of policy implementation. Facilities are defined as something that can provide convenience in implementing policies. Regarding the infrastructure and budget for implementing spatial planning policies related to protected rice fields, the Department of Public Works, Spatial Planning, Housing & Settlement Areas does not specifically budget. This is within the authority of the Food and Agriculture Security Service in its programs.

In this trend/disposition indicator, there are supporting factors for implementing spatial planning policies in maintaining protected rice fields, namely disposition effects and bureaucratic staffing. The disposition effect is the attitude of policy implementers towards implementing a policy. To support the success of policy implementation, good attitudes and responses are needed from policy implementers. The Food and Agriculture Security Service has high hopes for this protected rice field policy. This policy can prevent excessive conversion of rice fields. Apart from that, it can also protect the environmental ecosystem. In this bureaucratic structure indicator, there are supporting factors for implementing spatial planning policies in maintaining protected rice fields, namely in terms of fragmentation. Each agency involved in implementing spatial planning policies related to protected rice fields has a proper understanding of their respective authorities so there are no authority clashes. Moreover, if one day there is an overlap in the authority of the tasks of the Regional Development Planning Agency which will synchronize it.

Inhibiting factors in this research, using the theory described by Edward III, where several indicators can influence the failure of implementing a policy, including communication. In this communication indicator, there are factors inhibiting the implementation of spatial planning policies in maintaining protected rice fields, namely in terms of transmission, regulatory consistency, resources such as budget and location, as well as from the disposition in terms of implementing incentives that do not yet exist. The inhibiting factor of the bureaucratic structure indicator is shown by the absence of SOPs related to policy implementation. Externally, the agency obtained information related to policy obstacles, namely the increase in land prices and also the existence of jobs that are more promising than being a farmer.

5. DISCUSSION

The spatial planning policy for maintaining protected rice fields is contained in Malang City Regional Regulation Number 6 of 2022 concerning the Malang City regional spatial planning plan for 2022-2042. Where this regional regulation has been integrated with the Decree of the Minister of Agrarian Affairs/Head of the National Land Agency Number 1589/SK-HK.02.01/XII/2021 of 2021 concerning the determination of protected rice fields, this protected rice field enriches the quality of the spatial planning. As the commander of regional development, spatial planning should create harmonious relationships between various activities in various regions to create harmonious relationships. This will speed up the process of achieving prosperity and ensuring environmental sustainability.

Communication is one component that can influence policy. Communication in implementing spatial planning policies to maintain protected rice fields is carried out through transmission, clarity and consistency. Transmission in implementing spatial planning policies to maintain protected rice fields is the distribution of spatial planning information related to protected rice fields. This policy transmission has been carried out to policy implementers but has yet to reach the levels of society.

Meanwhile, in terms of clarity and consistency, spatial planning policies to maintain protected rice fields are clear and consistent. This policy is an integration between Regional Regulation Number 6 of 2022 concerning Malang City Regional Spatial Planning for 2022-2042 and the Decree of the Minister of Agrarian Affairs/Head of the National Land Agency Number 1589/SK-HK.02.01/XII/2021 of 2021 concerning the determination of protected rice fields. Apart from that, the determination of protected rice fields will also be included in the Detailed Malang City Spatial Planning Plan, which is still being prepared.

Resources are essential in supporting the implementation of spatial planning policies to maintain protected rice fields. These sources cover aspects of staff, information, authority and facilities. The staff aspect explains that implementing staff in spatial planning policies to maintain protected rice fields already has adequate quantity and quality. This is supported by an educational background that is linear to the field.

The information aspect in implementing spatial planning policies to maintain protected rice fields is adequate. However, compliance from other related parties, such as farmers or the community, is required when implementing spatial planning policies to maintain protected rice fields. The community/farmers must also get this information to understand and comply with these regulations. The aspect of authority in implementing spatial planning policies to maintain protected rice fields has been carried out by their respective duties and authorities. This is demonstrated by all relevant agencies coordinating with their respective authorities. The facility aspect in implementing spatial planning policies to maintain protected rice fields consists of infrastructure and budget. In terms of infrastructure, it is adequate with the construction of irrigation canals, fertilizer subsidies, assistance with agricultural tools and machinery and even land and building tax subsidies for paddy fields of 40% in 2023. However, in terms of budget facilities, there are few.

The tendency or disposition to implement spatial planning policies to maintain protected rice fields consists of aspects of disposition effects, bureaucratic staffing, and incentives. Judging from the disposition effect, it gets positive attitudes and responses from policy implementers. The aspect of bureaucratic staffing, related to the appointment of bureaucratic staff, also shows accuracy in capacity and capability, supported by education appropriate to their field. However, there are still no regulations for implementing incentives.

To be an auto cratic truth, the buret is a structure created to carry out basic tasks and functions according to its authority in implementing spatial planning policies to maintain protected rice fields. A bureaucratic structure has two main characteristics: SOP (Standard *et al*.,) and fragmentation. There are no SOPs (Standard *et al*.,) for implementing spatial planning policies to maintain protected rice fields. This is because no specific regulations governing spatial planning related to protected rice fields exist. The duties of each agency have carried out the fragmentation or distribution of responsibility for a policy among several agencies related to the implementation of spatial planning policies to maintain protected rice fields. The Regional Development Planning Agency is tasked with synchronizing authority so that there is no overlap or clash of authority between related agencies.

In this research, several supporting factors have been found in the implementation of spatial planning policies to maintain protected rice fields, which were studied using Edward III's theory, which provides indicators for determining the success of policy implementation. The first indicator in terms of communication is that supporting factors include clarity and consistency in implementing policies in implementing spatial planning policies to maintain protected rice fields, namely by regional regulation Number 6 of 2022 concerning Malang City regional spatial planning plans for 2022-2042, which are also consistent in Detailed Malang City Spatial Plan which is still being prepared.

The second indicator is that support is obtained from the sources for implementing staff, information, authority and facilities in the form of infrastructure. Where the implementing staff is sufficient in quantity and quality to carry out their duties and authority according to existing regulations, apart from that, there has also been the provision of infrastructure such as irrigation canals, fertilizer subsidies, assistance with agricultural tools and machinery as well as land and building tax subsidies for paddy fields of 40% by 2023.

The third indicator, tendency or disposition, also contributes to support from aspects of disposition effects and bureaucratic staffing. This is proven by the positive attitude and response to implementing spatial planning policies to maintain protected rice fields. It is also supported by appointing implementing staff appropriate to their respective fields based on background. The fourth indicator is the bureaucratic structure, which, in terms of fragmentation, is run by their respective duties and authorities so that they are well synchronized.

Inhibiting factors in the implementation of spatial planning policies to maintain protected rice fields have also been studied using Edward III's theory, with an explanation of the indicators as follows: Communication indicators and sources show that there are inhibiting factors from the aspect of transmission and information. The transmission process involves the implementation of spatial planning policies. To maintain protected rice fields, agencies still carry out socialization and public consultation activities internally, while the community level has yet to be touched. So, the public still needs to learn this information. The next indicator is bureaucratic tendencies and structure, which also shows factors inhibiting the incentive and SOP aspects. There are no implementing incentives and implementation SOPs for implementing spatial planning policies to maintain protected rice fields. This is because there are no regulations governing the details regarding this matter.

6. CONCLUSIONS AND RECOMMENDATIONS

Based on the analysis and discussion results, several conclusions can be drawn that spatial planning is an effort to maintain protected rice fields that do not involve community participation. Malang City Regional Regulation Number 6 of 2022 concerning Malang City regional spatial planning plans for 2022-2042 differs from the vision and mission of Malang City. Space utilization to maintain protected rice fields is carried out through activities regarding the suitability of space utilization activities, indications of leading programs, and synchronized implementation of space utilization programs. Controlling the use of space to maintain protected rice fields is carried out through supervision, monitoring activities, and administrative sanctions. Control in terms of prevention is achieved by providing assistance with agricultural tools and machinery, making irrigation canals, and even reducing land and building tax on rice fields by 40%.

Factors that support the Implementation of the Internal Spatial Planning PolicyEfforts to maintain protected rice fields include the existence of clear and consistent implementing regulations, namely implementing compliance, implementing staff, adequate information and authority, adequate infrastructure, disposition effects that explain the positive attitudes and responses of policy implementers, and clarity that fragmentation is running appropriately. With their respective duties and authorities so that there is no overlapping of authorities. Factors inhibiting policy implementation are that socialization has yet to be carried out at the community level and inconsistencies in regulations regarding protected rice fields with the vision and mission of Malang City. Unclear budget allocation,

lack of incentives and implementation of Standard Operating Procedure, and high selling prices for rice fields and other livelihoods.

Suggestions that researchers in the future can provide: the Regional Government of Malang City needs to make special regulations that regulate the details of protected rice fields, harmonize regional Regulation Number 6 of 2022 concerning Malang City regional spatial planning plans for 2022-2042 with the vision and mission of Malang City, accelerate the preparation of detailed spatial planning plans Malang City, related agencies are coordinating more intensively, there is a need for ongoing public outreach and consultation with the community, the government needs to hold environmental campaigns and education, and tighten supervision and monitoring activities to maintain protected rice fields.

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Cite This Article: Ellysa Titis Pujianti, Dwi Suharnoko, Budhy Prianto (2024). Study of Area Spatial Planning of Defense Efforts Protected Field Land. *EAS J Humanit Cult Stud*, *6*(3), 79-85.