

The Dynamics of *Tanah Bengkok* Management After The Change of Government Administration In Patemon Sub-District Semarang City

Asma Luthfi

Universitas Negeri Semarang

Semarang, Indonesia

Corresponding email: asma_luthfi@mail.unnes.ac.id

Abstract—Changes in government administration from the village system to the urbanization system in Patemon's outreach have brought consequences to the management of *tanah bengkok*. In the village administration system in Java, *tanah bengkok* is village-owned land that is cultivated and utilized by village officials as salary for their role in managing the village. When village administration is changed to a sub district (*kelurahan*) system, the mastering of the *tanah bengkok* in Patemon Village is no longer given to the village apparatus personally, but is managed by the institution in an institutional manner. This article aims to explain the dynamics of the management of *tanah bengkok* in Patemon Village and its implications on improving the welfare of rural communities. This study uses a qualitative research, the method of collecting data is observation, interview, and document study. Data validity uses data triangulation techniques. The results of the study show that (1) After the change in the rural administration, the *tanah bengkok* in Patemon is fully managed by the sub district (*kelurahan*) whose utilization can be enjoyed by the village community. (2) Changes of the management of crooked land have implications on the tenure structure and access of the general public to bent land.

Keywords— *Dynamics, Land Management, Sub-district, Tanah Bengkok, Village.*

I. INTRODUCTION

Changes in government administration from the village system to the *kelurahan* system (a village level area within the urban administration system) in several villages in Indonesia do not only affect changes in governance, but also in the land tenure and land management of agrarian resources. Changes in land management are characterized by the loss of village autonomy as the smallest government institution and the transfer of authority of village heads to district/city governments in regulating village areas. This condition resulted in the domination and intervention of the central government on various affairs, programs and activities carried out by the village community, including the

regulation, control and management of agrarian resources in the village.

The characteristics of villages in Indonesia, which are generally based on agriculture, have resulted in rural communities relying on their livelihoods in the agricultural sector. Villagers do various agricultural businesses to improve their welfare. In this case, the control and management of agrarian resources is important because it determines farmers access to agricultural land [1][2][3]. Some of the villagers are farmers who own land but many of them are farmers who do not own land. Landless farmers usually work on private land and communal land. On communal land, access to cultivation involves several actors, including village officials, traditional leaders or community leaders, and tenants.

In the Javanese rural areas, communal land is divided into two types: *tanah bengkok* and *bondo deso* land. *Tanah Bengkok* is land designated for village's officials as salary for its role in managing the village, while *bondo deso* land is village cash land which is usually leased to villagers to be managed and the results become additional village income [4]. Although intended for village officials and other village communities, access to cultivate is usually given to landless farmers [5]. Through this communal land, landless farmers can fulfill their living needs.

However, the arrangement, management and mastery of agrarian sources changed in line with the changes in village governance [6][7][8]. In Patemon, Gunungpati sub-district, Semarang City, the control and management of *tanah bengkok* as the salary of village apparatus underwent a change. Land that was originally owned by village now owned by Semarang City Government. This is due to the change of the status of Patemon from village to *kelurahan*, a system led by a person appointed by the mayor of Semarang instead of directly elected by village community [9][10]. Hence, access to the cultivation of *tanah bengkok* has also undergone a change. Farmer's cultivation activities experience an uncertainty in terms

of access to *tanah bengkok*. This paper will analyze the dynamics of *tanah bengkok* management in Patemon after the change in administrative governance of the village and the extent to which it becomes a way to improve the welfare of the community.

II. RESEARCH METHOD

This study uses a type of qualitative research based on description and interpretation of field data. According to Strauss and Corbin [11], qualitative methods are used to describe and understand things behind the phenomena not known at all; or to get insights to what only known a little, to provide complex details about a phenomena which is difficult to reveal. The research site was located in Patemon village, Gunungpati Sub-district, Semarang City. There are two reasons of choosing Patemon as research site. First, Patemon Village was one of the villages that experienced a change in the management of *tanah bengkok*. Second, there were farmers cultivated *tanah bengkok* contracted to JSDF (Japan Social Development Fund). The subject of the research was Patemon village officials, and the main informants were the village head, the village secretary, and the head of government affairs. Supporting informants are sharecroppers, community leaders, and Semarang City Agriculture Service.

Data collection methods are in the form of observation, interview, and document study. Data were analyzed using the stages of data reduction, data presentation, and conclusion drawing. Observations are made to see and observe the location and condition of *tanah bengkok*, as well as the social situation. Interviews were conducted in a semi-structured manner to uncover deeper and more detailed information from all informants. Document studies are used to view and interpret archives related to *tanah bengkok*. Data validity uses source and method triangulation techniques. Source triangulation is used when comparing data obtained from one informant with other informants, while triangulation method is used when comparing data obtained from observations, results of interviews, with data in village documents.

III. DISCUSSION

A. General Overview of Patemon Sub-District.

Patemon is one of the rural areas in Central Java that has undergone a transformation process due to social changes that occurred for decades. Before 1980s decade, Patemon was an old village administratively included in the district of Semarang. Distance between Patemon and Ungaran, the capital of Semarang, is not far away, only about 10 km with a travel time of about 20 minutes. In the past, road access from Patemon to city center could only be reached via the route to Ungaran. Changes in Patemon's status from village to *kelurahan* began when

Gunungpati sub-district was integrated into Semarang City administration in 1981. As a result, all the villages in it, including Patemon village, also changed their status to *kelurahan*

As one of the areas in the highlands, Patemon has extensive agricultural resources, paddy farming, horticulture, and perennials. Tropical climate and less water content type of soil cause the pattern of agriculture in Patemon is generally in dry land agriculture. Only a few areas located close to the river and water resources are used as paddy fields planted with rice. These rice fields are in the form of irrigated rice fields and some are rain fed rice fields with different harvest times. In addition to rice fields, rice is also planted by residents in the moor, which is called *gogo* rice. This type of rice does not need much water and can live on dry land. For other dry land farming, people in Patemon use it as fruit crops, such as durian, mango, *rambutan*, avocado, pineapple, guava, *petai*, *jengkol*, and *duku*. Under these conditions, Patemon become one of the producers of various types of fruits supplied to various regions in Central Java.

Social transformation in the Patemon as part of the Semarang City increases along with the opening of access to the northern part of the road connecting the regions in Gunungpati with Semarang City. Distribution of agricultural products from community no longer need to pass through Ungaran since the products can be marketed directly to the main markets in Semarang City. This condition is also strengthened by the opening of Semarang State University campus (UNNES), formerly known as IKIP Semarang located near Patemon [12]. This causes many Patemon people develop their livelihoods in the service sector and other businesses [13]. However, the agricultural sector is still a priority of their business.

B. Land Tenure and Land Management of Tanah Bengkok in Patemon.

The existence of *tanah bengkok* in Patemon cannot be separated from the land structure generally applied in rural Java. According to Wiradi [14], status or form of land tenure in village based on traditional concepts is divided into 4 (four) types. First, the land of *yasana*, *yasa* or *yoso*, is a private land acquired from ancestors or people's effort in opening and cultivate land. Second, land of *norowito*, *gogolan*, *pekulen*, *playangan*, *kesikepan*, a land jointly owned (communal land), but with rotating access of cultivation. Third, land of *titisara*, *bondo deso*, or village cash, is a village-owned land that is leased, cultivated, or auctioned to the community and the harvest is used for the benefit of village. Fourth, *tanah bengkok*, land owned by village trusted to village officials as a reward or salary during they are on job.

Before becoming *kelurahan*, *tanah bengkok* in Patemon was given to *lurah*, *carik*, *bekel*, *bayan*, and *modin* as salaries for their positions as village officials.

As long as they are in office, the utilization and management of *tanah bengkok* is entirely given to village apparatus, such as determining types of crops to be planted, determining the farmers who will work on, procurement of capital, seeds and fertilizers, management and distribution of crops, and payment of land taxes. The areas of land these apparatus working on are not the same one to another. It is adjusted with their roles and responsibilities in the village. In this case, *tanah bengkok* for lurah is the widest among others. In Patemon, *tanah bengkok* is generally planted with irrigated rice, rain fed rice, and secondary crops.

After becoming kelurahan, *tanah bengkok* in Patemon became assets of Semarang city government because village officials were no longer directly elected by the community, but appointed by the mayor through a Decree. This led to a consequence on the village apparatus' payroll mechanism which was no longer provided from the yield of *tanah bengkok*, but was taken from the city government budget, because the village apparatus, especially *lurah*, has been appointed as a Civil Servant (PNS). In this case, the person who served as *lurah* was no longer merely a native of the village.

Under the control of City Government, *tanah bengkok* in Patemon is used for various purposes, such as agriculture, construction of infrastructure and facilities, construction of a Community Health Center, and construction of a mini lake. The construction of facilities and infrastructure was carried out to support government and education activities in Patemon Village, such as construction of land offices, elementary schools and sports fields. In the case of the Community Health Center building, the land is actually a land owned by residents in the form of a moor, but for its strategic position, the City Government exchanges it with *tanah bengkok* in the form of rice fields with a farther access from the highway. This is so that health services can be maximized and more accessible to community. Meanwhile, the creation of mini lakes (*embung*) built on former modin's *bengkok* is intended to hold water and flow it to community farms often hit by drought. In addition to supporting agricultural businesses, this mini pond is also authenticated for tourism purposes.

Although some *ex-tanah bengkok* functions have changed, allocation of land for agriculture is still more than the allocation for other types of interests. Since the transition of Kelurahan Patemon status, the *ex-tanah bengkok* is managed using three forms of management. First, access to the cultivation of *tanah bengkok* is given to local residents by auction. Second, *tanah bengkok* is leased to the private party whose rent becomes an additional Regional Original Income (PAD). Third, *tanah bengkok* is managed by the Semarang City Agriculture Service in collaboration with the Japan Social Development Fund (JSDF).

C. Local Community Access to *ex-Tanah Bengkok*

Land Tenure change of Tanah Bengkok in Patemon has no significant effect on village officials, because they still get salaries with different mechanisms. Vulnerable community groups in this change of power are farmers who do not own land. If previously they could work on *tanah bengkok* as they were given the right to cultivate by the village apparatus, then at this time they could only work on a small part of the *tanah bengkok* auctioned by the Semarang City Government. Either auctioned by them or others, landless farmers are given access to work on it.

Utilization of *ex-tanah bengkok* for agriculture in Patemon is done through 2 (two) mechanisms. The first mechanism is an auction system aimed at local people for cultivation for a year. Before the auction process begins, the Semarang City Government gives notice to all villagers who are interested in participating in the auction to gather in the village office. Bidders are usually residents of the Patemon Village who have sufficient capital. After that, the open auction process begins by announcing the auction value of each field by considering the land area, tax, and Tax Object Sales Value (NJOP). However, the value of the auction given by the City Government is considered too high by the citizens so that the community gives a lower bargaining value. If so, the Semarang City Government will usually take the highest bargaining value even though it is still far from the auction value of *tanah bengkok*. For example, Mr. Patoni managed to win a bid for the cultivation of Tanah Bengkok located at Gebyok RT 03 / RW 03 covering an area of 9,350 m². This land is a parrot twisted *ex-land* that harvests once a year with an auction value of Rp. 5,922,560 and a bargaining value of Rp. 3,150,000. As the winner of the auction, Mr. Patoni is obliged to pay the *ex-land* tax for the year. The auction results are then submitted to the City Government, and the yield is entirely owned by the auction winner. *Tanah bengkok* usually auctioned is generally located around rivers or other springs, so its function is still maintained as rice farming.

The second mechanism is a contract system whereby the Semarang City Government grants land use rights of *ex-land* bent to JSDF. Collaboration between Semarang City Government and JSDF in the management of *tanah bengkok* began in the year of 2000 with a contract period of 15 years. At present, the contract has been through an extension period, where JSDF can develop durian montong cultivation. This durian montong is planted on *ex-tanah bengkok* used to be functioned as rice fields. This function changed due to difficulties in water supply resulting not optimal harvest yield.

Through cooperation with JSDF, access to land cultivation can still be obtained by non-land cultivators. They joined in 2 (two) farmer groups with a total of 15 members. The farmer group is fostered by the Semarang City Agriculture Service with the provision of capital, seeds, fertilizers, pest control drugs, and training. In the

recruitment process, Semarang City Agriculture Service prioritizes farmers who do not own land, because this program is also part of poverty alleviation program. Farmers who have more knowledge, skills and experience than other farmers share and transform knowledge between them.

Durian montong is a type of annual plant whose distance between planting and harvesting takes around 5 years. During this period, farmers were allowed to plant intercropping plants between durian montong trees. They plant chillies, tomatoes, long beans, and other horticultural crops. Similar to durian montong plants, results of intercropping plants are also shared with the Semarang City Government with a ratio of 3: 1, namely 3 for sharecroppers and 1 for Semarang City Government. Unfortunately, until now durian montong plants have not been harvested yet because many durian plants die from plant hopper pests. This made farmers unable to obtain additional income from durian montong plants. Due to this reason, they only rely on the results of intercropping plants which also must be shared with the city government.

IV. CONCLUSION

The status change of *tanah bengkok* from village property to the property of the city government has implications on the existence of new power and governance for agrarian resources in Patemon Village. In the aspect of power, authority and control of the village head against the *tanah bengkok* becomes weak, because kelurahan only performs the functions of facilitation, coordination, supervision and control. In the aspect of governance, smallholders who manage *ex-tanah bengkok* actually still have access to cultivation, but with a different relation model. They no longer have personal, familial, and patron client relationships with village officials, but develop a professional relationship with government institutions, such as kelurahan and the city government.

As one of the poverty alleviation programs, City Government and JSDF model of cooperation through a contract system on *ex-tanah bengkok* does not seem to be evenly distributed and cannot be accessed by landless cultivating farmers yet. This is because they experienced crop failure on manganese durian farming and distribution of crops or intercrops to the Semarang City Government. This makes them have to find other jobs in other sectors to improve their lives.

ACKNOWLEDGMENT

The author would like to thank village officials of Patemon, specially to Mr. Mujito for his willingness to provide information about Tanah Bengkok ini Patemon. The author is also very grateful to Mr. Suharno for his kindness to introduce me to the people whom I should meet in this research.

REFERENCES

- [1] J. N. Anaglo, S. D. Boateng, and C. A. Boateng, "Gender and access to agricultural resources by smallholder farmers in the Upper West Region of Ghana," *J. Educ. Pract.*, vol. 5, no. 5, pp. 13–19, 2014.
- [2] D. O. Appiah, J. T. Bugri, E. K. Forkuo, and S. Yamba, "Agricultural and Forest Land Use Potential for REDD," *Int. J. For. Res.*, vol. 2016, 2016.
- [3] D. Suseno and H. Suyatna, "Mewujudkan Kebijakan Pertanian yang Pro-Petani," *J. Ilmu Sos. dan Ilmu Polit.*, vol. 10, no. 3, pp. 267–294, 2007.
- [4] J. M. Van der Kroef, "Penguasaan Tanah dan Struktur Sosial di Pedesaan Jawa," *SMP Tjondronegoro G. Wiradi. Jakarta PT. Gramedia*, 1984.
- [5] F. A. M. Hüsken, *Masyarakat desa dalam perubahan zaman: sejarah diferensiasi sosial di Jawa, 1830-1980*. Gramedia Widiasarana Indonesia (Grasindo), 1998.
- [6] S. Widodo, "A Critical Review of Indonesia's Agrarian Reform Policy," *J. Reg. City Plan.*, vol. 28, no. 3, pp. 204–218, 2017.
- [7] A. A. Tobing, "Eksistensi Tanah Bengkok Setelah Berubahnya Pemerintahan Desa Menjadi Kelurahan di Kota Salatiga." program Pascasarjana Universitas Diponegoro, 2009.
- [8] B. F. Sihombing, "Agrarian Reform in Indonesia : a Juridical Review," vol. 8, no. 11, pp. 348–356, 2017.
- [9] K. Edi, "Peralihan Tanah Bengkok Dan Akibat Hukumnya (Studi Kasus Putusan PN Boyolali Nomor 51/Pdt. G/1999/PN. Bi)." UNIVERSITAS DIPONEGORO, 2010.
- [10] D. A. Hartanto, "KEDUDUKAN TANAH BENGKOK SEBAGAI HAK ASAL USUL PASCA UNDANG-UNDANG NOMOR 6 TAHUN 2014 TENTANG DESA," *J. MAHKAMAH Kaji. Ilmu Huk. Dan Huk. Islam*, vol. 1, no. 2, pp. 461–487, 2017.
- [11] Anselm Strauss and Juliet Corbin., *Dasar-dasar Penelitian Kualitatif Tata langkah dan Teknik-Teknik Teoritisasi Data*. Yogyakarta: Pustaka Pelajar, 2015.
- [12] A. Luthfi and A. Wijaya, "Persepsi Masyarakat Sekaran Tentang Konservasi Lingkungan," *Komunitas Int. J. Indones. Soc. Cult.*, vol. 3, no. 1, 2011.
- [13] E. Kismini, Asma Luthfi, Harto Wicaksono, "Peran Paguyuban Pedagang Lokal Sekaran Dalam Memperkuat Ekonomi Kerakyatan Di Kelurahan Sekaran Kota Semarang," *J. Forum Ilmu Sos.*, vol. 43, no. 1, pp. 13–25, 2016.
- [14] G. Wiradi, "Pola penguasaan tanah dan reforma agraria," *Jakarta PT. Gramedia*, 1984.