



Land Tenure Status and Farmer Attitude in Klaten Regency towards the Construction of the Solo-Yogyakarta Toll Road

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Abstract. The construction of toll roads forced several productive lands owned by farmers to be converted by the government. Even though the rice field is their only source of work, farmers must be willing to release land. The study was conducted in Klaten Regency by taking samples of two hundred fifty-eight farmers were affected by the project. With cross-tabulated analysis, this article examines the distribution of land tenure status and the attitudes of farmers whose land is affected by this infrastructure development policy. Distinguish farmers' land tenure status into (1) sharecropper owners and (2) non-sharecroppers with farmers' attitudes from cognitive, affective, and conative aspects. The study results show that most farmers' land tenure status is the owner of cultivators. During their attitude towards this toll road development policy, on the cognitive and affective aspects, the majority said they agreed, but the research results showed hesitation on the conative aspect.

Keywords: Attitude, Government Policy, Land Tenure, Sharecropper Owner.

1 Introduction

Every country in carrying out development always depends on land needs. However, because of the vast amount of land needed, it often occurs in implementing development programs that clash with land that already has rights or has been controlled by people or legal entities [1]. Data from the Central Statistics Agency (Badan Pusat Statistik/BPS) in 2019 stated that the area of agricultural land was 7.46 million hectares; data in 2015 was recorded at 8.09 million hectares. Data from the Ministry of Agriculture released that the area of agricultural land in Indonesia in the 2015-2019 period tended to experience a downward trend [2]. On the other hand, BPS states that the percentage of the population, according to employment, is 29.76% working in the

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agricultural sector [3]. This data means that out of a total labor force of 128.45 million people, as many as 38.23 million are working in the agricultural sector.

One of the conditions that quite a lot occurs in this agricultural country is infrastructure development, including transportation carried out by converting agricultural land to non-agricultural. This trend resulted in a progressive reduction in agricultural land [4] [5]. The law has regulated the legality of the agricultural sector in protecting productive land, including food agricultural land [6]. However, the government has revised the law by issuing the job creation law. The government states that the construction of toll roads is in the public interest, so they provide land through a land supply mechanism [7] [8] [9], and several matters need agreement between the government and landowners, including the form and amount of compensation [10].

The Directorate General of Highways of the Ministry of Public Works and Public Housing (Direktorat Jenderal Bina Marga Kementerian Pekerjaan Umum dan Perumahan Rakyat/PUPR) said that the need for land acquisition for the Solo-Yogyakarta toll road will be built along 42.37 kilometers that passes along three districts in Central Java, namely Karanganyar, Boyolali and Klaten Regencies [11]. The conversion of land use from agricultural productive lands to the development of infrastructure facilities will result in changes in society and the transformation of jobs that were initially farmers to jobs outside the agricultural sector.

Development certainly provides positive benefits, but negative impacts for others always follow. This condition is attractive, looking at how the attitude of affected farmers is one of the responses to this development policy. The attitude of farmers in responding to national development policies is to study them based on psychological views. Agricultural land owned so far indeed grows a historical side to the owner. It is interesting to analyze whether there are differences in farmers' attitudes regarding land tenure. Farmers who own land and work on it and usually try to farm, that is their job will have a different attitude from those who own land but do not work on their land (rent/profit sharing). This article will describe the attitudes of affected farmers towards several parameters, namely (1) information on land use change, (2) policy objectives and benefits that lead to land use change, (3) impacts of land use change, and (4) information on compensation for land acquisition.

2 Methodology

The research was conducted with a quantitative approach. Klaten Regency chose the location of the study because it is a district in Central Java whose area is most widely affected by the construction of the Solo-Yogyakarta trace toll road. There are as many as 11 sub-districts and 50 villages in Klaten affected. Of the eleven sub-districts, researchers purposively took five sub-districts that have the most extensive agricultural land on each side of the region. The eastern region was taken by Polanharjo District, the north side was taken by Karanganyar District, the Central side was chosen by Kebonharjo District, Jogonalan and Manisrenggo Districts representing the South and West sides [2]. Two villages were taken from each sub-district with the highest number of farmers affected by toll road development (based on village nominative data).

The sample was taken from a proportionally random sampling of 258 respondents using an Excel program (runs between) to randomize numbers on each member of the population based on each selected location.

Data retrieval using a questionnaire. Attitude data was measured on a Likert scale with answer choices ranging from Strongly Agree, Agree, Hesitate, Disagree, and Strongly Disagree. The analysis uses frequency distribution, mean and cross-tabulation to describe farmers' attitudes based on land tenure status.

3 Results and Discussion

3.1 Land Tenure Status of Affected Farmers

The land ownership status referred to in this paper is the area of rice fields cultivated by farmers or rented to others to try farming. Based on land ownership and tenure status, respondent farmers are divided into sharecroppers and non-cultivators.

Table 1. Land Tenure Status of Affected Farmers

Land Tenure Status	Frequency (people)	Percentage (%)
Owners are not cultivators	74	28,70
Cultivator Owner	184	71,30
Total	258	100,00

Based on Table 1, the most affected farmers, namely as many as 184 respondents (71.30%), have the status of owners and cultivators of their land. Meanwhile, 74 respondents (28.70%) have the status of owners but do not cultivate land, land cultivated by agricultural workers or rented. Farmers who have the status of sharecroppers make farming their livelihood. In comparison, farmers who own but are not cultivators have jobs and livelihoods in other sectors such as industry, civil servants, private sector, village civil servants, etc. This condition also affects daily income. This condition is in line with the opinion of Manatar et al., who stated that land tenure status affects the average income received by farmers. Some farmers rent their land because besides they have other jobs, some are because of old age, so the land is rented all at once over several years at once. Some rent land and share profits with the maro or mrotelu system [12].

Farmers with employment status as the main livelihood will face great risks when agricultural land shrinks and changes functions. They will certainly lose their livelihood. The characteristics of smallholders described by Leavy and Hossain that farmers with low education and the absence of special skills make it difficult for them to adapt and work outside the agricultural sector immediately. The loss of agricultural land is terrible for them even though they have a lot of money now from the compensation of national strategic projects [13].

3.2 Farmers' Attitude Towards the National Strategic Project Policy for the Development of Trase Solo – Yogyakarta Toll Road

Attitude is the tendency of several cognitive, affective, and psychomotor aspects that are learned to respond to an object [14]. In this study, farmers' attitudes are their responses to policy information on the construction of the Solo-Yogyakarta trace toll road, which includes cognitive, affective, and conative responses. The following is the level of achievement of farmers' attitudes towards the National Strategic Project policy in Klaten Regency.

Farmers responded positively to the policy information on the construction of the Yogyakarta-Solo trace toll road based on aspects of knowledge (cognitive). Farmers agree with the statement that the government thinks about the fate of farmers, that land conversion procedures benefit farmers, that farmers get complete information from every stage of development, that farmers voluntarily release agricultural land, and that the government pays attention to the rights and interests of farmers. Farmers consider that the government thinks about the fate of farmers, as evidenced by the government conveying information clearly during socialization related to toll road construction plans. Farmers obtain complete and detailed information from the government for each stage of toll road construction. The land conversion procedure is also considered beneficial to farmers because the high value of land compensation is above the local Tax Object Selling Value (Nilai Jual Objek Pajak /NJOP). Farmers get change money that can be used to rebuy agricultural land or other necessities of life. Even though agricultural land is converted into a toll road, farmers want to release it because, in their minds, the construction of toll roads will benefit the public. However, farmers are hesitant, and many are unsatisfied with the compensation procedure. The compensation calculation is carried out in a non-transparent manner because, so far, the appraisal team has determined the compensation value.

Based on the affective aspect of attitude, namely responses based on what is felt (like or dislike) to the policy of this strategic toll road development project. It was found that farmers strongly agreed; they were happy and proud to be able to participate in the development. Farmers assume that toll road construction is carried out in the national interest, so farmers feel proud if they can contribute through land provision. However, farmers are sad because the land conversion makes them lose their jobs, and fewer people will work as farmers. Most farmers have their primary jobs as farmers, owners, and cultivators. The conversion of agricultural land into toll roads causes affected farmers to lose their jobs as a source of income [15].

Table 2. The level of achievement of the attitude of affected farmers towards the PSN policy for the construction of the Solo-Yogyakarta Toll Road

Component	Score		Achievement rate (%)	Category
	Interval	Average		
The government thinks about the fate of farmers, as evidenced by providing clear information about toll road development plans during socialization.	0-5	3,88	77,52	Agree
Farmers get complete information from every implementation stage because the government provides detailed information.	0-5	3,81	76,12	Agree
Farmers support the construction of this toll road because, with the farmers' knowledge, the government is kind and cares about their rights and interests.	2-6	3,85	64,15	Agree
Although there is a conversion of agricultural land, farmers voluntarily release land because toll road construction will benefit the public.	2-5	3,80	76,05	Agree
The land conversion procedure benefits farmers because the compensation provided is high (above the NJOP value)	2-5	3,85	77,05	Agree
Many farmers are dissatisfied with the compensation procedure because the calculations are not transparent.	0-3	1,56	51,94	Nervous
Average Cognitive Aspects	0-29	20,74	71,53	Agree
Farmers are happy with this toll road development policy because this development is in the national interest.	0-5	3,98	79,61	Agree

Component	Score		Achievement rate (%)	Category
	Interval	Average		
Farmers are proud to be able to participate in the construction of toll roads across our region because it means contributing to national development.	0-5	3,97	79,38	Totally Agree
Farmers are sad because this land conversion has made them lose their jobs as farmers.	0-6	4,12	68,73	Agree
Farmers are saddened by the toll road development because there may also be fewer people working as farmers. After all, agricultural land is reduced.	0-4	2,65	66,18	Agree
Farmers feel lucky with the construction of this toll road because they get a lot of compensation money.	0-4	2,32	57,95	Ordinary/Hesitant
Farmers feel very happy because they can plan for a better future with money from this land conversion.	0-4	2,42	60,58	(inclined) Agree
Farmers are not disappointed because, according to farmers, the government is fair in determining the compensation value of land affected by toll road development.	0-3	1,87	62,40	Agree
Average Affective Aspect	0-32	21,33	68,82	Agree
Farmers will sell agricultural land because the government has considered the amount of compensation for this land acquisition.	0-6	3,66	60,98	Agree

Component	Score		Achievement rate (%)	Category
	Interval	Average		
Farmers will advise other farmers to agree to the selling price of the land because the price received follows the proper selling value of the land.	0-4	2,24	55,91	Nervous
Farmers will not need to find as much information as possible before selling land.	0-3	1,94	64,60	Agree
The farmer will sell the land only if other farmers also agree to sell it	0-3	1,69	56,46	Nervous
Average Conative Aspect	0-16	9,53	59,54	Hesitant tends to agree
Sum	0-77	51,60		
Average			66,80	Agree

However, on the other hand, farmers are happy because they can plan for a better future with compensation money for land use conversion. The compensation can be used to rebuy agricultural land, repair houses, have better business capital, and other things that support the welfare of affected farmers. However, some farmers are hesitant to respond to the acquisition of a lot of compensation money because the affected agricultural land, inherited from parents, is usually owned by family members, so compensation rights must be shared with other heirs.

The description of the attitude of affected farmers is analyzed based on behavioral aspects (conative), showing the results that farmers agree and assume that there is no need to look for information first because they believe in the price given by the government. Farmers also agreed to sell their farmland because the government had carefully considered the amount of compensation. The compensation value determined is considered ideal or reasonable and is calculated considering all aspects. However, neutral farmers will not wait for other farmers' agreements to sell agricultural land, nor will they advocate nor blame other farmers for the value of compensation. Farmers argue that there is no need to rely on and only focus on following the train of thought from other farmers, but farmers discuss with family members to make decisions.

This paper examines simply by cross-tabulation to see if there are differences in the attitude of farmers who own cultivators and owner farmers not cultivators. The following are the results of a cross-tabulated analysis of the cognitive aspects of farmers with indicators on the availability of information and knowledge about the preparation and implementation of land acquisition.

Table 3. Cross-tabulation of Land Tenure Status with Farmer Cognitive Attitudes**Land_Ownership_Status * Cognitive_Attitude Crosstabulation**

Count

		Cognitive_Attitude			Total
		Doubtful	Agree	Strongly Agree	
Land_Ownership_Status	Cultivator	31	139	14	184
	Non Cultivat	11	56	7	74
Total		42	195	21	258

Based on Table 3, showing most farmers agree, the government has provided information and knowledge on the preparation and implementation of land acquisition for constructing the Solo-Yogyakarta trace toll road. The definition of cognitive response is a level of knowledge of farmers related to matters related to the preparation and implementation of land acquisition. Farmers consider that the government has thought about the fate of farmers by providing clear information during the socialization of toll road development plans. According to farmers' cognitive understanding, any information related to the implementation stage of development is conveyed in full detail, and the government is considered quite open. The government considers farmers' rights and interests reasonably, so farmers voluntarily want to release agricultural land and support development for the common interest. Compensation above market value is also considered to benefit farmers. However, some farmers, though a smaller percentage, disagree with their objections to losing their livelihoods. Farmers who have low education and an age that is no longer productive find it challenging to work in other fields. The potential for work in the village is in agriculture, following the experience of farmers. From the results of cross-tabulation, there is no difference in attitude between farmers, owners of cultivators, and owners of non-cultivators. They agreed that to the extent of their knowledge and understanding, their responses were unanimous, with a range of more than 75% each regarding the preparation and implementation of land acquisition.

Table 4. Cross-tabulation of Land Tenure Status with Affective Attitude of Farmers**Land_Ownership_Status * Affective_Attitude Crosstabulation**

Count

		Affective_Attitude			Total
		Doubtful	Agree	Strongly Agree	
Land_Ownership_Status	Cultivator	41	135	8	184
	Non Cultivat	14	58	2	74
Total		55	193	10	258

Table 4 shows that most farmers (74.81%) agree that they like the implications of the Solo-Yogyakarta toll road development policy. Farmers are happy with the toll road development policy because it aims at the national interest. Farmers also feel proud because they can participate and contribute to the construction of toll roads. Moreover, with the construction of toll roads, farmers get high compensation for the affected rice fields. They reasoned that the compensation money could be used to plan for a better future. However, some farmers disagree (21.32%) with this infrastructure development because the agricultural land owned is a source of daily livelihood. The construction of toll roads can cause farmers to lose their jobs, and there will be fewer young generations of farmers in the future. Based on cross-tabulations, Table 3 also shows that the percentage difference between the two categories of farmers is similar. Even if viewed from the attitude of farmers who strongly agree, there are ten farmers (3.88%), where 80% of the ten are farmers who own cultivators.

Table 5. Cross-tabulation of Land Tenure Status with Farmer Conative Attitude

Land_Ownership_Status * Conative_Attitude Crosstabulation

Count		Conative_Attitude				Total
		Disagree	Doubtful	Agree	Strongly Agree	
Land_Ownership_Status	Cultivator	19	107	55	3	184
	Non Cultivat	4	58	11	1	74
Total		23	165	66	4	258

Table 5 shows that most farmers tend to behave hesitantly (conative attitude) towards the Solo-Yogyakarta trace toll road. Although farmers have agreed to the value of compensation provided by the government appraisal team, farmers wonder if the government has appropriately considered the compensation value. Farmers tend to accept decisions given by the appraisal team, and farmers only sometimes seek information from sources other than the government before deciding to release their farmland. Farmers also only sometimes advise their fellow farmers to support the toll road construction process because it is everyone’s decision. Farmers tend to make decisions based on considerations with their own families in releasing land for toll road construction. After receiving the compensation money, some farmers said they would immediately buy back new farmland. From Table 5, it is obtained that the majority of the two classifications of farmer status are similar. An interesting finding from this table is that the tendency to act hesitantly is greater in non-sharecropper farmers (78.38%), namely by 58 farmers out of 107 non-sharecropper farmers. Meanwhile, for farmers, the owner of cultivators, although the majority also expressed doubts, only 58.18%. This condition is undoubtedly an exciting note from the field, as farmers feel like their land is affected by the toll road project.

4 Conclusion

Some conclusions from the calculations and analysis carried out obtained several conclusions that (1) farmers affected by the construction of the Solo-Yogyakarta raise toll road with land tenure status as cultivator owners were more (71.30%) than non-cultivator owners (28.7%); (2) the attitude of farmers in the cognitive aspect of the majority is agreeable (75.58%), in the affective aspect the majority is approving (74.81%) and in the conative aspect the majority is hesitant with a percentage of 63.95%. Conclusion (3) There is no difference in attitude between sharecropper owners and non-sharecropper owner farmers towards the national strategic project policy of constructing the Solo-Yogyakarta raise toll road. Even conatively, the percentage of hesitation of farmers who own cultivators is smaller than that of farmers who own non-cultivators. It is possible that farmers are happy that their land has been converted into toll roads because they get a considerable compensation value. Further studies will undoubtedly be interesting to review the future of agriculture in Indonesia.

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