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Village Government Policy Strategies for Building Food Security (A Case Study of Cimerang Village,Padalarang Subdistrict, West Bandung Regency)

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Abstract

This study aims to analyze the strategy of the Cimerang Village Government in building food security, identify the obstacles encountered in implementing the food security strategy, and analyze the efforts made by the Cimerang Village Government to overcome these obstacles. This study uses a qualitative method with a descriptive-analytic approach. Data were collected through interviews, observation, and documentation involving the Village Government, Village Consultative Body (BPD), community leaders, farmers and farm laborers, as well as the people of Cimerang Village. The analysis applies Steven Lukes' Three Dimensions of Power Theory to examine authority in decision-making, policy agenda setting, and the formation of community orientations.The results show that the strategy of the Cimerang Village Government in building food security is implemented through the use of village development planning instruments, support for the agricultural sector, provision of agricultural production facilities, improvement of irrigation channels, development of village food reserves, and efforts to encourage the community to utilize land and increase food self-sufficiency. The implementation of the strategy still faces several obstacles, including the absence of a specific Village Regulation on food security, inconsistent support for farmers, limited assistance, and inadequate protection of the sustainability of agricultural land. The efforts undertaken by the Village Government include plans to formulate a Village Regulation on food security, involving the BPD, Gapoktan, village institutions, community leaders, and the community, collecting data on assistance recipients, supporting agricultural activities, developing village food reserves, and increasing public awareness of food self-sufficiency. Based on Steven Lukes' Three Dimensions of Power Theory, the Village Government's strategy is reflected in its authority to determine programs and policy decisions, its ability to establish food security as a development agenda, and its efforts to shape community orientation toward food self-sufficiency. Overall, the food security strategy in Cimerang Village has a clear direction but remains in the stage of institutional and implementation strengthening. Therefore, stronger regulations, consistent support for farmers, and protection of agricultural land are needed to ensure that food security can be implemented in a more systematic and sustainable manner.
Keywords: Policy Strategy, Village Government, Food Security, Three Dimensional Theory of Power, Cimerang Village

INTRODUCTION

Food sovereignty is a strategic aspect of maintaining a nation's sustainability. It relates to the ability of the state and its people to determine food policies based on local resource potential. Meanwhile, food security emphasizes meeting the need for sufficient, safe, nutritious, equitably distributed, and affordable food. Law Number 18 of 2012 concerning Food affirms that food governance aims to enhance independent food production capabilities, ensure food adequacy, expand public access to food, and improve the welfare of food business operators. Therefore, building food security requires the involvement of the government from the central to the village level alongside active community participation.

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Food security is influenced by various factors, one of which is climate change, which can disrupt agricultural productivity. Perdinan et al. (2018) highlight the importance of climate change adaptation through initiatives and policies that support food security. Furthermore, technological advancements play a role in enhancing the sustainability of food self-sufficiency, as discussed by Gunadi et al. (2019). The availability of agricultural land is also a crucial factor, as it determines a region's capacity to produce food commodities (Ariesa, 2019). Consequently, food security strategies must take into account environmental conditions, technology utilization, and local resource potential.

These issues are relevant to the situation in Cimerang Village, Padalarang District, West Bandung Regency. According to data in the research manuscript, Cimerang Village covers an area of 540.69 hectares and has a population of 8,910 (Cimerang Village Government, 2025). The village possesses potential in the agricultural, industrial, and service sectors. However, the growth of the industrial sector and the conversion of land into industrial, service, and residential areas pose challenges to the sustainability of the agricultural sector. Village profile documents used in the study also record the presence of 611 underprivileged families, highlighting the need to address food access and potential food insecurity within the community.

Strengthening food security in Cimerang Village requires a policy strategy from the village government capable of optimizing local resources, enhancing the roles of farmer groups and village institutions, and fostering community participation. Minister of Home Affairs Regulation Number 114 of 2014 concerning Guidelines for Village Development can serve as a reference for understanding the implementation of planned village development. In the context of food security, developing superior agricultural commoditiesn such as rice and secondary crops and utilizing available resources offer alternative ways to boost food production. Synergy among the village government, local government, farmer groups, the community, and relevant stakeholders is also essential to ensure that food security programs are implemented in a targeted and sustainable manner.

Despite Cimerang Village's agricultural potential and local resources, further study is needed regarding the village government's strategies for building food security amidst land-use changes and the community's welfare needs. Therefore, this study aims to analyze the village government's policy strategies for establishing food security in Cimerang Village, Padalarang District, West Bandung Regency, by examining policy formulation, the utilization of local potential, institutional synergy, and community participation.

LITERATURE REVIEW

Public Policy

Dunn defines policy analysis as a process that employs various methods to generate

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information relevant to public policy. Policy analysis is used to understand public issues, formulate alternative courses of action, and provide a basis for decision-making and policy implementation. Dunn's public policy theory is utilized in this study to examine two key stages: policy formulation and policy implementation.

Food Sovereignty Economy

Wittman et al. explains food sovereignty as an approach that emphasizes people's rights to determine their own food system and have control over resources, production processes, distribution and consumption of food. Bernstein gave critical attention to the concept of food sovereignty by looking at the issue of social relations in agricultural production, the position of farmers, the structure of resource control, and the relationship between agricultural production and the broader economic system. This perspective is used in this research to look at the food security of Cimerang Village through two indicators, namely production priorities and farmers' control over productive resources.

Three-Dimensional Theory of Power

Lukes explains that power can be understood through three dimensions. The first dimension views power within the observable decision-making process. The second dimension views power through the ability to set the agenda and control the issues that enter the decision-making process. The third dimension views power through the ability to shape the preferences, perceptions, needs, and consciousness of others. Lukes's three-dimensional theory of power is employed in this study to analyze the political strategies of the Cimerang Village Government. In this study, the term "political strategy" refers to the manner in which the Village Government exercises its authority and power in implementing food security policies. Lukes's theory is subsequently operationalized into three indicators:

1. Visible power
2. Covert power
3. Invisible power

METHODS

This study employs an interpretive paradigm with a qualitative approach and a case study method to gain an in-depth understanding of the strategies adopted by the government of Cimerang Village (Padalarang District, West Bandung Regency) to build food security. The research focuses on the political strategies of actors grounded in Steven Lukes's three-dimensional theory of power and the impact of village government policies on food security. The data comprises primary data obtained through in-depth interviews and observations involving the village head, village officials, the Village Consultative Body (BPD) chairperson, the Village-Owned Enterprise (BUMDes), and

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community members; secondary data includes village regulations, the Medium-Term Village Development Plan (RPJMDes), village profiles, village maps, and other supporting documents. Informants were selected using purposive and snowball sampling techniques until data saturation was reached. Data collection was conducted through semi-structured interviews, participant observation, and document analysis. Data validity was verified through source and technique triangulation, addressing the criteria of credibility, transferability, dependability, and confirmability. Data analysis was performed interactively, involving stages of data reduction, data presentation, and inductive conclusion drawing and verification.

RESULTS AND DISCUSSION

Results

Research data were obtained through interviews with the informants listed in the table below. The research findings are organized based on seven indicators derived from three theories: policy formulation and implementation (Dunn, 2018); production priorities and farmers' control over productive resources (Wittman et al., 2010; Bernstein, 2010); and the three dimensions of power namely visible, hidden, and invisible power (Lukes, 2005).

Table of Research Informants

No	Informants	Element	Information gathered
1	Village Head	Village Government	Policy direction, Village Regulations, food barns, Village Budget (APBDes)
2	Village Secretary	Village Government	Drafting of Village Regulations on food security
3	Head of Welfare Section	Village Government	Program implementation and associated challenges
4	BPD Member	Village Consultative Body	Food barns and policy agenda
5	Head of Farmer Group Association (Gapoktan)	Farmer institutions	Land, production inputs, and aid recipient data
6	Farmer Group (Poktan) Representative	Farmer institutions	Extension services and food self-sufficiency
7	Farmer	Community	Agricultural aid, crop yields, and farm business protection
8	Resident	Community	Food aid, program information, and vacant land

Source: Research data, 2026

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Village Government Policy Strategies for Building Food Security

Policy Formulation

Cimerang Village does not yet have a specific Village Regulation regarding food security; food-related activities currently rely on higher-level regulations, the Village Medium-Term Development Plan (RPJMDes), the Village Government Work Plan (RKPDes), the Village Budget (APBDes), and village deliberations. The potential of extensive agricultural land, combined with the risks of food shortages and drought, serves as the basis for policy formulation, and the Village Government has taken the initiative to draft a specific regulation in collaboration with the Village Consultative Body (BPD). “To date, Cimerang Village does not have a specific Village Regulation dedicated to food security; the matter is still under review.” (Village Head)

Policy Implementation

Strategies are implemented through the provision of seeds, subsidized fertilizer, irrigation channel repairs, and rice assistance for low-income residents, alongside information dissemination via the village hall, neighborhood heads, and community meetings. However, assistance remains limited, irregular, and not yet evenly distributed among all those in need. “The village provides occasional assistance such as seeds, subsidized fertilizer, or water channel repairs but the quantity is limited, not all farmers receive it regularly, and there are no regulations guaranteeing the continuity of this aid.” (Farmer)

Production Priorities

Food production remains a crucial component in meeting household needs. Farmers set aside approximately 30% of their harvest for family consumption and reserves, while selling about 70% to cover production costs and daily living expenses. Residents have begun utilizing vacant land, and the BPD has proposed the establishment of a village food barn. “Ideally, the village should have a Village Food Barn acting as a village-level logistics agency; this could involve expanding the existing barn owned by the Farmers' Group Association (GAPOKTAN) or establishing a new one.” (BPD)

Farmers' Control over Productive Resources

Agricultural land owned privately, by Indonesia Power, and by third parties constitutes the primary resource requiring protection and regulation through the Village Regulation. Farmers also continue to require regular support in the form of equipment, farming funds, irrigation, and assistance with marketing their harvests.“We hope the village government will provide regular support regarding equipment and farming costs, as well as help facilitate the marketing of agricultural produce at good prices.” (Chairperson of the Joint Farmer Group/Gapoktan)

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Visible Dimension of Power

The Village Government's authority is evident in the determination of food security programs and the allocation plan of the Village Budget (APBDes) to develop village food barns.

Hidden Dimension of Power

The Village Government positions food security as a development agenda, prioritizing factors such as agricultural land potential and the risks of food shortages and drought. Invisible Dimension of Power. The Village Government and farmer groups shape residents' mindsets through routine meetings, group gatherings, and outreach activities, encouraging them to avoid dependency on aid and to strive for independent food self-sufficiency. "We convey to residents and farmer group members—through routine meetings, group gatherings, and outreach that aid is merely a form of temporary support." (Farmer Group Representative)

Obstacles Faced by Village Governments in Implementing Food Security Strategies

Policy formulation obstacles: the absence of specific Village Regulations means there is no binding written framework, and food-related measures are temporary, relying instead on ad-hoc agreements. Policy implementation obstacles: program execution has been suboptimal and inconsistent due to the lack of guiding regulations, resulting in no guaranteed rights for farmers. Production priority obstacles: agricultural land is dwindling without protection, raising residents' concerns about rising food prices and potential food scarcity. Obstacles regarding farmer control over productive resources: farmers lack assurance regarding the continuity of their livelihoods and fear their rice fields could be converted into housing developments in the absence of legal safeguards."To date, we are unaware of any specific written regulations from Cimerang Village that protect and guarantee the continuity of farmers' livelihoods." (Farmer) Obstacles regarding the dimension of authority: The Village Government's authority to determine programs has not been institutionalized through specific regulations; consequently, some policies remain dependent on higher-level rules and ad-hoc agreements.

Village Government Efforts to Address Food Security Obstacles

Policy formulation

Drafting a Village Regulation on food security derived from the Village Medium-Term Development Plan (RPJMDes) in collaboration with the Village Consultative Body (BPD), village institutions, the Joint Farmer Group (Gapoktan), and the community.

Policy implementation

Conducting direct assessments of farmers' conditions and land capabilities through the

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Gapoktan to identify aid recipients and ensure assistance is accurately targeted.

Production priorities

Encouraging the utilization of vacant land and home gardens, and planning for a village food barn to serve as a food reserve.

Farmer control over productive resources

Providing assistance with production inputs and irrigation repairs, while planning support for equipment, farming costs, and marketing facilitation.

Visible dimension of power

Establishing the food barn program and planning the allocation of the Village Budget (APBDes) to support it.

Hidden dimension of power

Upholding food security, land protection, and agricultural production as village development priorities through the drafting of Village Regulations.

Invisible dimension of power

Fostering awareness of food self-reliance through extension services, group gatherings, and community meetings.

Discussion

Village Government Policy Strategies for Building Food Security Based on William N. Dunn's Public Policy Theory

Policy Formulation, Dunn (2018) views formulation as the process of identifying a problem and determining alternative courses of action to address it. The Cimerang Village Government has identified food security as a public issue and incorporated it into the Village Medium-Term Development Plan (RPJMDes), the Village Government Work Plan (RKPDes), and the Village Budget (APBDes), as well as village deliberations, by leveraging agricultural land potential. However, this formulation process has not yet resulted in a specific Village Regulation; consequently, land protection and support for farmers lack a binding village-level legal basis. Plans to draft a Village Regulation involving the Village Consultative Body (BPD), the Joint Farmer Group (Gapoktan), and the community indicate that policy formulation is underway but has yet to be finalized into an official regulation.

Policy Implementation, Implementation entails translating policy into programs and activities (Dunn, 2018). The provision of seeds, fertilizer, irrigation improvements, food aid, and agricultural extension services demonstrates that strategies have been executed and have reached farmers as key producers. However, the fact that assistance is limited, irregular, and unevenly distributed reveals a

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gap between policy direction and actual implementation a gap stemming from the absence of regulations, resource constraints, and coordination issues among stakeholders. Efforts such as beneficiary data collection by the Gapoktan and the utilization of idle land represent steps toward shifting implementation from mere aid provision to the strengthening of community capacity.

Food Security from the Perspective of Food Sovereignty Economics: Wittman et al. and Bernstein

Production Priorities, The food sovereignty perspective positions farmers and communities as the architects of food systems based on local needs (Wittman et al., 2010). Practices such as allocating approximately 30% of the harvest for family consumption and reserves, utilizing idle land, and planning for community granaries demonstrate that local production remains a pillar of household food availability. However, shrinking land availability and limited production inputs threaten the sustainability of this production unless accompanied by land protection measures and continuous support. Farmers' Control over Productive Resources, Bernstein (2010) emphasizes that the sustainability of farmers depends on their access to and control over productive resources such as land, water, seeds, capital, and markets. In Cimerang Village, farmers' concerns regarding the conversion of rice fields and their reliance on sporadic aid indicate that their control over productive resources remains weak. Measures such as land protection plans via Village Regulations, the provision of production inputs, irrigation improvements, and marketing facilitation are key to strengthening the farmers' position as central actors in food security.

Village Government Political Strategies Based on Steven Lukes's Three-Dimensional Theory of Power

First Dimension: Visible Power, visible power manifests in observable decisions (Lukes, 2005), such as the determination of agricultural aid, irrigation improvements, food assistance, food barn plans, and village budget (APBDes) allocation plans. While this formal authority has been exercised, it has not yet been reinforced by specific, binding village regulations. Second Dimension: Hidden Power, power also operates through agenda-setting (Lukes, 2005). The Village Government positions food security, land protection, and farmer welfare as development priorities; consequently, food security is understood not merely as aid, but as linked to land and production sustainability. However, not all these agenda items have been translated into regulations particularly regarding land protection.

Third Dimension: Invisible Power, this dimension operates by shaping community understandings and preferences (Lukes, 2005). Extension services, routine meetings, and initiatives encouraging the use of home gardens prompt residents to shift from a reliance on aid toward food self-

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sufficiency. This shift in awareness is not yet uniform and requires a sustained process. Interplay of Strategies, Obstacles, and Efforts in Building Food Security, the interplay of strategies, obstacles, and efforts by the Cimerang Village Government is summarized in the table below. These three theoretical frameworks complement one another: Dunn's theory explains the policy process; the food sovereignty perspective highlights the importance of local production and farmer control over resources; and Lukes's theory elucidates how the Village Government exercises authority, sets agendas, and shapes community awareness.

Summary Table of Food Security Strategies, Obstacles, and Efforts in Cimerang Village

Indicators	Strategy	Obstacles	Efforts
Policy formulation	Inclusion of food security in village planning and budget documents (RPJMDes, RKPDes, APBDes) and drafting of village regulations	Absence of specific village regulations	Drafting Village Regulations in collaboration with the Village Consultative Body (BPD), the Joint Farmers' Group (Gapoktan), and the community
Policy implementation	Provision of seeds, fertilizer, irrigation support, and rice; awareness-raising	Assistance is limited, irregular, and unevenly distributed	Data collection on beneficiaries by the Joint Farmers' Group (Gapoktan)
Production priorities	Allocation of 30% of the harvest for consumption and reserves; utilization of vacant land	Reduction in agricultural land	Utilization of vacant land; plans for a food barn
Farmers' control over resources	Provision of production inputs and irrigation facilities	Lack of security regarding land and farming operations	Land protection via Village Regulations; support for equipment, funding, and marketing
Visible power	Program determination and APBDes allocation	Authority not yet reinforced by village regulations	Food barn program and Village Budget (APBDes) allocation
Hidden power	Establishing food security as a village agenda	Agenda not yet formalized into regulation	Incorporating food security into planning and Village Regulations
Invisible power	Extension services and group meetings	Dependence on assistance	Ongoing extension services and utilization of home gardens

Source: Research findings, processed by the researcher, 2026.

Overall, the strategy of the Cimerang Village Government has moved towards food security

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based on local potential, yet implementation has not been consistent or sustainable. The primary obstacle is the absence of a specific Village Regulation on food security, which has resulted in limited assistance, weak land protection, and a lack of certainty for farmers. Therefore, priorities for strengthening Cimerang Village's food security strategy include enacting a Village Regulation on food security and agricultural land protection, providing regular support for production inputs, developing food barns, and increasing community participation.

CONCLUSION

Research findings indicate that the Cimerang Village Government's strategy for building food security is implemented through policies aligned with the Village Medium-Term Development Plan (RPJMDes), the Village Government Work Plan (RKPDes), and the Village Budget (APBDes); community engagement in village deliberations; and the execution of agricultural and food sector support programs that leverage local potential and community participation. However, implementation faces obstacles, including the absence of specific village regulations on food security, the limitation and shrinkage of agricultural land, and suboptimal protection of food production resources. To address these challenges, the village government is working to draft food security regulations, enhance government and community participation, develop agricultural infrastructure, strengthen village-level food institutions, manage village finances effectively, and establish food security as a development priority through the involvement of community leaders and all segments of the village population.

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