

IMPLEMENTATION OF FOOD SECURITY PROGRAMS IN CORRECTIONAL INSTITUTIONS IN THE BANTEN REGION



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ABSTRACT

This study analyzes the implementation of the Food Security Program in eight correctional institutions in the Banten region as part of inmate rehabilitation efforts. The research uses a qualitative approach, with data collected through observation and in-depth interviews involving correctional officers and inmates. The findings show that the program provides tangible benefits, particularly in reducing food procurement costs (BAMA) and improving inmates' skills through agricultural and productive activities. However, its implementation has not yet been optimal. Several obstacles were identified, including the absence of clear national technical regulations, limited land availability, inadequate infrastructure, and a shortage of skilled personnel. Some institutions, such as the open prison model, have shown more progress by approaching the minimum contribution target, while others are still in the early stages of development. The analysis, based on the implementation theory of Grindle and the empowerment concept of Julian Rappaport, highlights the importance of strong institutional support, capacity building, and the development of an integrated evaluation system. These elements are essential to ensure the sustainability and effectiveness of the Food Security Program in correctional institutions.

Keywords: Food Security; Correctional Institutions; Policy Implementation; Prisoner Empowerment

INTRODUCTION

Food security is one of the main pillars of national development, which has direct implications for social stability, public health, and sustainable economic growth. According to Law Number 18 of 2012 concerning Food, food security is defined as the condition of food fulfillment for the country and individuals, which is reflected in the availability of sufficient food, both in terms of quantity and quality, that is safe, diverse, nutritious, evenly distributed, and affordable, and does not conflict with the religion, beliefs, and culture of the community.

This perspective is in line with the definition of the Life Sciences Research Organisation, which emphasizes that food security includes the availability of sufficient food for all individuals at all times at affordable prices to support healthy and active lives. The fact is that even though Indonesia is known as an agricultural country with abundant natural resources, the challenges in achieving food security are still great. In the last two decades, Indonesia has not been able to escape its dependence on food imports, especially rice. Data from the Central Statistics Agency (BPS, 2024) shows that rice imports in 2024 reached 4.52 million tons, an increase of 47.38% compared to 2023, which was 3.06 million tons. This figure is also the highest in the last seven years. This condition indicates a gap between domestic production capacity and national consumption needs, as well as the need for strategic policies to reduce dependence on food supplies from abroad.

Table 1
GFSI Score Data Table for Indonesia 2020-2022

| Year | GFSI Score | Global Ranking (out of 113 countries) |
|------|--------------------|---------------------------------------|
| 2020 | 59.2 | 65 |
| 2021 | 60.2 | 69 |
| 2022 | 60.2 | 63 |
| 2023 | Data Not Available | - |

Source: BPN Annual Report 2023

The Global Food Security Index (GFSI) compiled by The Economist Intelligence Unit is one of the key indicators for measuring food security. In 2022, Indonesia ranked 63rd out of 113 countries with a score of 60.2. This achievement, although showing a slight improvement compared to 2021, is still below the global average (62.2) and the Asia-Pacific regional average (63.4) (BPN, 2023). Indonesia lags behind countries such as Singapore (75.0), Thailand (67.0), Malaysia (64.0), and Vietnam (62.5). This ranking places Indonesia in the moderate food security category with a number of challenges, particularly in terms of food availability and accessibility. Food security is not only related to food production, but also includes equitable distribution, stable prices, and food safety guarantees. Timmer (1997) asserts that a country's economic growth will not be sustainable if food issues are not addressed. This is because food security is closely related to community productivity, social stability, and economic competitiveness. Imbalances in food availability can trigger food insecurity, increase poverty rates, worsen malnutrition, and trigger potential social conflicts.

To address these challenges, the Indonesian government, through President Prabowo Subianto's Asta Cita vision, has placed food security as one of the main pillars of the development, alongside energy, economic, social, cultural, and environmental security. This vision is operationalized by the Ministry of Law and Human Rights, specifically the Directorate General of Corrections (Ditjenpas), through 13 Acceleration

Programs. One of the strategic programs initiated is the empowerment of inmates in correctional institutions (lapas) and detention centers (rutan) to support national food security.

Ditjenpas has mapped the potential land in all correctional technical implementation units (UPT), with a total of 668 hectares, of which 281 hectares have been cultivated for agriculture, plantations, and livestock, while 387 hectares are still not being optimally utilized. This activity is designed to meet the internal food needs of correctional institutions, reduce dependence on food supplier contracts, and contribute to Non-Tax State Revenue (PNBP). The target is to replace at least 2.5% of the value of food contracts for inmates with their own production.

One example of the implementation of this program can be seen at the Ciangir Open Prison in Banten. This prison manages 23 hectares of land, 12 hectares of which are focused on agriculture. The products produced include rice, corn, vegetables, fruits, as well as cattle, sheep, poultry, and fisheries. In addition to meeting internal needs, some of the produce is distributed to the surrounding community. This model not only helps meet food needs but also serves as a means of skills training for inmates in preparation for social reintegration after release. The implementation of food security programs in prisons is not without challenges. Prisons with limited land are often unable to meet their food needs independently, so they still depend on external supplies. Other challenges include the limited number of human resources with technical skills in agriculture and animal husbandry, the lack of supporting equipment and technology, and the need for substantial operational funding.

Referring to Grindle's Policy Implementation Model, the success of policy implementation is greatly influenced by two main variables: policy content and implementation context. In terms of policy content, factors such as stakeholder interests, the magnitude of promised benefits, the expected level of change, decision-making authority, implementation responsibility, and resource availability are key to success. Meanwhile, in terms of implementation, the influence of policy actors, the characteristics of implementing agencies, and the willingness of actors to comply with regulations play a significant role. Alfia's (2016) research on food security programs in Blitar Regency shows that clear policies and adequate implementation support facilitate program implementation. In terms of socialization, the implementation of food security programs requires synergy between the central government, local governments, correctional institutions, the private sector, and the surrounding community. This cross-sectoral support is important to ensure program sustainability, increased productivity, and optimization of the resulting economic and social benefits.

Based on this background, this study aims to analyze the implementation of food security programs in correctional institutions in the Banten region. The analysis focuses on identifying factors that support and hinder program implementation, as well as formulating recommendations to improve program effectiveness and sustainability. The results of this study are expected to contribute to the formulation of more effective policies in strengthening national food security, while also reinforcing the role of correctional institutions as part of inclusive and sustainable national development.

LITERATURE REVIEW

Several previous studies have highlighted various obstacles in the implementation of food security policies in the agricultural sector. Wicaksono found that the Sustainable Food Crop Land Program (LP2B) in Karawang Regency was not yet optimal due to a lack of political commitment, technical difficulties in spatial analysis, and inadequate incentives

for farmers. That study used Mazmanian and Sabatier's (1983) policy implementation theory, unlike this study, which applies Grindle's (1980) policy implementation model.

Policy and Public Policy Theory

Policy is a general guideline or restriction that directs the actions of policy actors to achieve certain objectives. Public policy is a strategic decision by the government designed to solve public problems, involving a series of actions, and is binding on the wider community. The process includes problem identification, formulation, advocacy, implementation, and evaluation. In essence, public policy is an official government instrument to serve the public interest through planned measures that impact people's lives.

Theory of Public Policy Implementation

Implementation is the process of translating policy into concrete actions to achieve predetermined objectives. According to Grindle (1980), the success of implementation is determined by two variables: policy content (interests involved, benefits, degree of change, location of decision-making, implementers, and resources) and implementation (strength and strategy of actors, characteristics of institutions, level of compliance and responsiveness). These two variables interact and influence the effectiveness of policy implementation.

Food Security Theory

Timmer (2004) defines food security as the condition of meeting adequate, safe, nutritious, and affordable food needs to support healthy and productive lives. Food security has three dimensions: availability (food production and distribution), access (physical and economic ability to obtain food), and utilization (use of food to meet nutritional needs). Price stability, government policy, agricultural diversification, and community empowerment are important factors in achieving this.

The Theory of Independence Development

Self-reliance development in correctional facilities aims to equip prisoners with the skills, mindset, and attitude to live independently. Based on Rappaport's (1987) theory of empowerment, empowerment is the process of giving control over life to individuals, organizations, and communities through three levels: personal (individual confidence and skills), organizational (strengthening groups or institutions), and community (collective ability to determine the direction of change). Zimmerman and Perkins (1995) added three dimensions of empowerment: intrapersonal, interactional, and behavioral.

Framework

The research framework departs from the main objective of the policy, which is to achieve food security through an action program in the form of a food security program. The focus of the research is directed at the implementation of this program in correctional institutions. The success of the implementation is measured by referring to two main variables of Grindle's model, namely policy content and implementation, as well as Rappaport's concept of empowerment, which includes personal empowerment, organizational empowerment, and community empowerment. The analysis of these variables is expected to produce an overview of the achievement of policy objectives, particularly food self-sufficiency in correctional institutions. The research was conducted through interviews and field observations, which were then described to illustrate the

implementation of the food security program in the Banten Region Correctional Institution.

METHOD

This study uses a qualitative approach with a case study design to obtain an in-depth, holistic, and naturalistic understanding of the implementation of the food security program in correctional institutions in the Banten region. The choice of qualitative methods is based on its purpose of exploring and gaining an in-depth understanding of social phenomena, with an emphasis on the natural meaning of the data obtained. Research informants included the Head of the Prisoner Development Division/Section, the Head of the Independence Development Section/Subsection, independence development staff, and prisoners undergoing development. Primary data was obtained through direct observation and semi-structured interviews using snowball sampling techniques, while secondary data was collected through analysis of documents, literature, and other supporting materials.

Data analysis was conducted using the Miles and Huberman model, which consists of three stages: data reduction, data presentation, and conclusion drawing/verification. To maintain data validity, the study applied credibility testing through source, method, and theory triangulation techniques. Observations were conducted in eight prisons in the Banten region according to the research schedule, while interviews were aimed at exploring experiences, views, and obstacles encountered in the implementation of food security programs. This approach allowed researchers to comprehensively capture the factors that influence the success of the program, while identifying potential improvements in the community.

RESULTS AND DISCUSSION

Food Security Program in Correctional Institutions in the Banten Region

The food security program in Banten prisons was implemented as part of the rehabilitation of prisoners, with the main objectives of reducing dependence on external food supplies and providing productive skills to inmates. The implementation of this program varied between prisons, depending on the availability of land, facilities, and managerial support. At the Tangerang Class I Correctional Institution, limited land is a major challenge. The available agricultural land is used to grow fast-maturing vegetables such as eggplant and kale. Some of the produce is used for kitchen needs, while the rest is sold and becomes part of Non-Tax State Revenue (PNBP). Limited space is utilized through innovations such as vertical planting techniques and yard land management. The Tangerang Class IIA Prison utilizes the available land for vegetable farming, while the Tangerang Class IIA Women's Prison develops agricultural land within the residential block area. The plants chosen are generally short-lived and easy to maintain, so they can be integrated into the inmates' routines.

Serang Class IIA Prison and Ciangir Open Prison have greater production capacity. Ciangir, in particular, manages a large area of land with diversified production, ranging from rice, corn, horticulture, cattle, poultry, ducks, to freshwater fisheries. In addition to meeting internal needs, Ciangir is able to produce a surplus that can be sold to the market or distributed to the surrounding community. The output from each technical implementation unit contributes to the Directorate General of Corrections' target of replacing at least 2.5% of the value of food contracts (BAMA) with self-produced goods. Although this figure is relatively small, its implementation marks the first step toward food self-sufficiency within the correctional system.

Comparison Among Prisons

A comparison of the implementation of food security programs in the Banten region shows significant differences in capacity and output. Ciangir Open Prison is an ideal model because it is able to utilize its large area of land with structured agricultural management, resulting in production that exceeds internal needs. This production surplus opens up opportunities for additional income through non-tax state revenue (PNBP) and contributions to the local market.

On the other hand, prisons with limited land, such as Tangerang Class I Prison or Tangerang Women's Prison, tend to focus on small-scale production for direct internal consumption. This limits their contribution to PNBP and food self-sufficiency. The level of inmate participation also varies. In Ciangir, participation reaches more than 50% of the population because the open prison model allows prisoners to work on agricultural land on a regular basis. In closed prisons, participation ranges from 20 to 30% due to limited access to land and a priority on security. These differences in production capacity also affect the variety of skills acquired by prisoners. Prisons with large capacities are able to provide diverse training, including post-harvest processing and marketing management. Prisons with small capacities generally only provide simple technical training.

Analysis of Implementation Based on the Grindle Model

Referring to M.S. Grindle's policy implementation model, the success of food security programs is influenced by two main dimensions: policy content and implementation. In terms of policy content, food security programs have clear objectives and concrete benefits: reducing BAMA costs, improving inmate skills, and supporting national food security.

However, the scope of expected changes is not uniform across prisons, resulting in varying program outcomes. Program managers have been appointed in each prison, but coordination between technical implementation units (UPT) and with external partners is still not optimal. In terms of implementation, leadership support and staff participation are crucial factors. Prisons with proactive leaders who have established partnerships with external agencies, such as the Department of Agriculture, show better results.

In addition, external factors such as market price fluctuations, weather, and seed availability affect production success. Limited human resources with an agricultural background pose a particular challenge. Many officers do not have adequate technical competence, so agricultural activities are often carried out traditionally without adequate technological innovation.

Empowering Prisoners

Food security programs serve as a means of empowering prisoners. Direct involvement in the production process provides relevant work experience in the agriculture and livestock sectors. Activities include soil cultivation, seedling cultivation, plant care, animal feed production, animal husbandry, and crop processing. In some prisons, inmates are also involved in recording production results and managing distribution, which gives them managerial experience. This is in line with Julian Rappaport's empowerment theory, which emphasizes the importance of increasing individual control over one's life through active participation.

In addition to the benefits of skills, this program has a positive impact on the psychological aspects of prisoners, such as increased self-confidence, reduced stress, and the formation of teamwork. Productive activities in the prison environment also contribute to the creation of a more conducive social climate.

CONCLUSION AND SUGGESTIONS

The results of research in eight correctional institutions in the Banten region show that the food security program as part of the independence training for prisoners has been implemented, but not optimally. This program contributes to savings in food procurement costs and the empowerment of prisoners through farming, animal husbandry, and production management skills. However, the absence of national technical regulations has resulted in the implementation of the program not being standardized, so that the achievement targets and measures of success differ between correctional institutions.

Several technical implementation units (UPT), such as the Ciangir Open Prison and the Tangerang Class I Prison, have been able to meet or approach the targets, while others are still in the early stages of implementation. From the perspective of M.S. Grindle's policy implementation theory, a gap was found between the content of the policy and its implementation. Factors such as limited human resources, infrastructure, low inmate participation, and a lack of ongoing training are obstacles that reduce the program's effectiveness.

However, leadership commitment and institutional support have been proven to accelerate progress, as seen in prisons that actively develop cooperation with external parties. In terms of empowerment, according to Julian Rappaport, this program has fostered self-confidence and a positive identity in some inmates, although this has not been evenly distributed across all prisons. The success of food security programs in prisons requires standardized regulations, capacity building, and a measurable evaluation system. Without clear policy intervention and adequate resource support, program achievements risk stagnating and failing to have a maximum impact on food self-sufficiency and empowerment.

The Directorate General of Corrections needs to develop uniform and binding national technical guidelines, including achievement targets, implementation standards, reporting methods, and a periodic monitoring and evaluation system. These regulations will serve as a common reference for all technical implementation units so that program implementation is more focused and measurable. Second, strengthening the capacity of prison personnel and inmates through technical training in agriculture, animal husbandry, and production management needs to be intensified, including the placement of officers with relevant expertise to increase productivity. Third, the development of an integrated digital-based data system is necessary to record harvests, distribution, sales, and income so that program success can be evaluated objectively. Fourth, further research is recommended to expand the scope of the study, integrate quantitative approaches, and examine the long-term impact of the program on budget efficiency, the social reintegration of prisoners, and gender perspectives, particularly in women's prisons. With these steps, the food security program in correctional institutions can develop in a systematic, measurable, and sustainable manner.

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