

Social Impact of Converting Rice Field Agricultural Land into Housing

Ati Yuniati, Upik Hamidah, Nurmayani, Eka Deviani

Faculty of Law, University of Lampung, Bandar Lampung, Indonesia

E-mail : ati.yuniati@fh.unila.ac.id



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ABSTRACT

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Land conversion refers to the shift in the use or function of land, which has become increasingly common due to population growth and the rising demand for housing, food, and infrastructure. In Pesawaran Regency, particularly in Mada Jaya Village, the conversion of rice fields into housing presents both procedural challenges and significant social impacts. This study examines the process of land conversion and its social consequences, focusing on two key questions: how the conversion process is carried out and what social impacts arise from it. This study applies Talcott Parsons' functional structural theory using the AGIL framework, supported by legal analysis and field studies, to offer practical insights into sustainable land management. The findings reveal that while land conversion should follow legal procedures, such as obtaining a Location Permit (IPPT) and land use transfer permits—discrepancies occur in practice. Some agricultural land has been pre-filled with soil, classifying it as productive land and making it ineligible for conversion permits. The social impacts include reduced food availability, unemployment, and economic instability, despite some landowners benefiting from land sales. To address these challenges, stricter enforcement of regulations, community participation, and support programs for displaced workers are needed. Economic diversification, such as small business development and agro-tourism, is also recommended.



Introduction

Land conversion is the process of changing the use of part or all of the land area from its original function to a new function¹. These changes often have a negative impact on the environment and the potential of the land itself². This phenomenon is increasingly widespread along with the increasing need for land for various inevitable development activities³. The increasing need for land is generally related to the construction of residences, places of business, and access to public facilities. Over time, increasingly intensive land use makes the available land narrower. This is a big challenge for environmental sustainability and community welfare⁴. The developments that occur in the land sector are complex. People are very dependent on land for various daily activities, so the availability of land is very

¹ Rizqi Wardiana Sari and Eppy Yuliani, "Identifikasi Dampak Alih Fungsi Lahan Pertanian Ke Non Pertanian Untuk Perumahan," *Jurnal Kajian Ruang* 1, no. 2 (2022): 255-269.

² Andi Ari Sumastono, Batara Surya, and Syafri Syafri, "Alih Fungsi Guna Lahan Dan Perubahan Nilai Lahan Pada Kawasan Kota Baru Moncongloe Metropolitan Mamminasata," *Urban and Regional Studies Journal* 6, no. 1 (2023): 50-57.

³ Umi Nur Atni Setyaningsih et al., "Pengaruh Pengalihfungsian Lahan Pertanian Menjadi Permukiman Terhadap Sosial Ekonomi Masyarakat (Studi Kasus Lahan Sawah Di Kec. Widodaren, Kab. Ngawi)," *Dewantara: Jurnal Pendidikan Sosial Humaniora* 2, no. 2 (2023): 158-167.

⁴ Wisnu Andriawan et al., "Land Procurement by Land Bank as a Form of Agrarian Reform Based on Law Number 11 Year 2021 Concerning Work Creation," *Budapest International Research and Critics Institute-Journal (BIRCI-Journal)* 4, no. 3 (2021): 3434-3439.

important⁵. Whenever development takes place, the need for land is always there, both for government and private projects. Land development can be carried out by the government or the private sector⁶. In this case, land rights owners are free to use their land in accordance with applicable regulations. However, this freedom is not without limits, and this limit has been regulated in the 1945 Constitution.

Article 28 of the 1945 Constitution states that everyone is obliged to respect the human rights of others⁷. In exercising their rights and freedoms, everyone must submit to the restrictions set by law. These restrictions are intended to maintain public order in a democratic society⁸. Development activities for the public interest cannot be separated from the availability of land. Land acquisition for the public interest can be done through buying and selling, bartering, or other agreements with land owners⁹. This process is often fraught with challenges, especially in terms of negotiation and approval. The reduction of fertile agricultural land into settlements is due to the rapid growth of society¹⁰. The need for food, clothing, and boards encourages the community to increase housing development. One of the ways used is to utilize vacant land, including rice fields. If rice fields are converted into housing, land use change occurs¹¹. The government seeks to maintain the availability of rice fields to support national food needs through Law Number 41 of 2009 concerning Sustainable Agricultural Food Protection. This law creates a system for planning and managing agricultural land sustainably¹².

In the PLP2B Law, the protection of sustainable food agricultural land is expected to prevent uncontrolled land conversion. Although there are regulations, challenges in their implementation remain. Land conversion continues, and regulatory changes, such as the Job Creation Law, add to the complexity of the problem. The Job Creation Law provides that land designated as sustainable food agricultural land is protected and prohibited from being converted. However, despite legal protection, the reality is that agricultural land is still vulnerable to conversion to non-agricultural use. Stricter regulations, such as the Lampung Provincial Regional Regulation and the Presidential Regulation on Protected Rice Fields, are expected to provide additional protection. However, in the field, realizing this protection often encounters obstacles, especially in terms of synergy between central and regional policies. Facts show that farmland, especially rice paddies, is the most vulnerable to

⁵ Ika Devy Pramudiana, "Dampak Konversi Lahan Petani Terhadap Kondisi Sosial Ekonomi Petani Di Kecamatan Tikung Kabupaten Lamongan," *Asketik* 1, no. 2 (2017): 129-136.

⁶ Abd Haris et al., "Identifikasi Alih Fungsi Lahan Pertanian Dan Kondisi Sosial Ekonomi Masyarakat Desa Karangwidoro Kecamatan Dau Kabupaten Malang," *Media Komunikasi Geografi* 19, no. 1 (2018): 114-120.

⁷ Muhammad Abdussalam Rafie and Wilson Chandra Happier, "Sejarah Perkembangan Hukum Agraria Di Indonesia Sebelum Dibentuknya Undang-Undang No. 5 Tahun 1960 Tentang Peraturan Dasar Pokok-Pokok Agraria (UUPA) Dan Dampaknya Bagi Keadilan Di Masyarakat," *Jurnal Sains Student Research* 2, no. 5 (2024): 340-350.

⁸ Fopy Angraini, Siska Selpiyanti, and Ahmad Walid, "Dampak Alih Fungsi Lahan Terhadap Degradasi Lingkungan : Studi Lahan Pertanian Sawah Menjadi Lahan Non Pertanian," *Jurnal Swarnabhumi* 5, no. 2 (2020): 36-43.

⁹ FX Sumarja, Ati Yuniati, and Upik Hamidah, *Buku Ajar Pengantar Hukum Agraria* (Lampung: Fakultas Hukum Universitas Lampung, 2020).

¹⁰ Ryan Prima Chandra Chandra and Lia Warlina, "The Dynamics and Factors Influencing The Land Use/Land Cover Change in Ciparay District, Bandung Regency," *Jurnal Pembangunan Wilayah dan Kota* 19, no. 3 (2023): 295-308, <https://ejournal.undip.ac.id/index.php/pwk/article/view/38406>.

¹¹ Idit Vikriandi, "Perubahan Fungsi Lahan Pertanian Menjadi Perumahan Dan Dampaknya Terhadap Sosial Ekonomi Masyarakat," *Logika : Journal of Multidisciplinary Studies* 11, no. 1 (2020): 52-57.

¹² Rizky Syahputra, "Hukum Agraria Dan Kebijakan Di Indonesia," *Court Review : Jurnal Penelitian Hukum* 3, no. 4 (2023): 22-27.

conversion. Pesawaran Regency in Lampung Province is one of the areas where agriculture, especially rice, is the backbone of the community. However, many agricultural lands have now been converted into housing.

The Pesawaran Regency Government issued a Regional Regulation on the Protection of Sustainable Food Agricultural Land to deal with this problem. The purpose of this regulation is to protect agricultural land and improve the welfare of farmers. However, despite these efforts, land conversion still occurs. One real example is in Mada Jaya Village, where rice fields are converted into residential plots. This development process is constrained by rejection from people who do not agree with the development in their area. This triggered protests and slowed down the licensing process. The impact of land conversion can be felt in various aspects. The reduction in agricultural land area has led to a decline in farmers' incomes and a shift in livelihoods to the non-agricultural sector¹³. If land conversion continues, the food needs of the community, especially farmers, will be disrupted¹⁴. With conditions like this, it is important to anticipate the rate of land conversion in Pesawaran Regency. If not addressed, this problem can threaten food security and reduce environmental quality. Research on the social impact of converting agricultural land into housing in this area is very relevant.

Based on this background, the researcher is interested in studying more deeply the social impact of the conversion of rice fields in Pesawaran Regency. The results of the study are expected to provide better policy recommendations to protect agricultural land and improve community welfare. Land function refers to the change in the use of part or all of the land area from the original function to the new function. These changes often hurt the environment and the potential of existing land. One of the main causes of land conversion is the high need for land for various development activities, such as residences, businesses, and public facilities. Along with the rapid growth of society, the demand for land is increasing. This results in the narrowing of available land, especially fertile agricultural land. The increasingly intensive use of land to meet development needs is a challenge for environmental sustainability.

This development is inseparable from land issues. The community is highly dependent on land for daily activities, so the availability of land is important. Development can be carried out by both the government and the private sector, but landowners still have the right to use their land in accordance with applicable regulations. However, these rights are not without limits. In the 1945 Constitution Article 28 J, it is stated that everyone is obliged to respect the human rights of others and submit to the restrictions set by law¹⁵. This is important to maintain a balance of people's rights and freedoms in the context of development¹⁶. Ongoing changes in land use show that development needs, such as housing, often come at the expense of agricultural land. The government seeks to maintain the availability of rice fields through the Sustainable Agricultural Food Protection Law, which establishes a protection system for agricultural and food land. Although the PLP2B Law

¹³ FX Sumarja et al., "Problematika Perlindungan Lahan Pertanian Berkelanjutan Pasca Undang-Undang Cipta Kerja," *Sasi* 27, no. 4 (2021): 492-503.

¹⁴ Evatul Casanova Noviyanti and Irwan Sutrisno, "Analisis Dampak Alih Fungsi Lahan Pertanian Terhadap Pendapatan Petani Di Kabupaten Mimika," *Jurnal Kritis (Kebijakan, Riset, Dan Inovasi)* 5, no. 1 (2021): 1-14.

¹⁵ Tri Retno Ayuningtyas et al., "Analisa Hukum Terhadap Pengaturan Hak Guna Usaha Di Ibu Kota Negara," *Unes Law Review* 6, no. 4 (2024): 11766-11776.

¹⁶ T. Sudaryanto et al., "Three Decades of Agricultural and Rural Transformation in Indonesia," *IOP Conference Series: Earth and Environmental Science* 892, no. 1 (2021): 1-8.

already exists, its implementation still faces obstacles. Land conversion that continues to occur has become a serious issue, especially after the change in regulations through the Job Creation Law. This new regulation regulates the protection of sustainable food agricultural land, but the challenges on the ground are still great.

Many regulations were also issued to protect agricultural land, including the Lampung Provincial Regional Regulation and the Presidential Regulation on Protected Rice Fields. However, in practice, this protection does not always prevent the conversion of land for the benefit of other developments. One of the affected areas is Pesawaran Regency in Lampung, where agricultural land, especially rice fields, has changed its function to housing. Local governments have issued regulations to protect agricultural land, but the practice of land conversion continues. A real example occurs in Mada Jaya Village, where rice fields are converted into residential plots. This development process often faces rejection from the community, which leads to protests. This disapproval hampers the development licensing process. As a result of land conversion, the area of agricultural land has shrunk, which has an impact on farmers' income. If land conversion occurs on a large scale, not only the livelihood of farmers will be threatened, but also the food security of the community will be reduced. Therefore, the researcher is interested in investigating the social impact of the conversion of agricultural land into housing in Pesawaran Regency.

Research Methods

The research method employed in this study is qualitative descriptive, aimed at comprehensively understanding phenomena as experienced by research subjects within their natural context¹⁷. The descriptive approach is carried out through the presentation of data in the form of words and language, supported by relevant scientific methods¹⁸. The objective of this method is to explore and clarify specific social phenomena or realities by describing various variables related to the issues and units under investigation, following the actual conditions observed in the field. This study also utilizes open-ended questions to encourage deeper responses, which are then processed as extensions of previous answers. Additionally, emerging and evolving issues are interpreted by the researcher as primary sources of research data.

Results and Discussion

1. *The Process of Converting Rice Fields into Housing in Pesawaran Regency*

The increase in development figures, especially in several areas in the district, of course, must have a planning or spatial concept. The concept or planning of this spatial layout will later become a reference in carrying out development with the aim that later when there are problems arising from the consequences of development, they can be minimized. Regional spatial planning (hereinafter referred to as RTRW) is the result of spatial planning in a certain area or district. This spatial plan was made because basically this space has limitations, therefore regulations are needed to regulate and plan the business of being organized and used effectively. According to Law Number 26 of 2007 concerning Spatial Planning, it is explained that spatial planning is a system of spatial planning processes, space utilization and

¹⁷ Qurotu Ayun, Shidiq Kurniawan, and Wahyu Adhi Saputro, "Perkembangan Konversi Lahan Pertanian Di Bagian Negara Agraris," *Vigor: Jurnal Ilmu Pertanian Tropika Dan Subtropika* 5, no. 2 (2020): 38-44.

¹⁸ Laurensius Arliman S, "Peranan Metodologi Penelitian Hukum Di Dalam Perkembangan Ilmu Hukum Di Indonesia," *Soumatara Law Review* 1, no. 1 (2018): 112-132.

control of space utilization, where its activities include activities of regulating, fostering, implementing, and supervising space. However, lately the limitation of space has become increasingly felt with the reduction of agricultural land.

The availability of agricultural land is an important reason to carry out food production and ensure the existing food supply. However, what has happened recently is the increasing reduction of existing land, especially rice fields. This is related to the increase in the number of existing population and economic progress. Therefore, the availability of this land will remain the main highlight for all processes of providing food as well as economic and development activities. The reduction of fertile agricultural land into settlements is due to the development and growth of the community which is increasingly rapid and makes various needs increasingly increasing¹⁹. Not only food and clothing needs but also board needs. This of course triggers community programs to continue to increase the rate of housing development. One way is to use land that is still unused or vacant, for example, land that can be used is in the form of rice fields. With this condition, what happens is that there is a procession of land use change. Land conversion does not only occur in rice fields, this land conversion can also occur in forest land. Land conversion is a change in part or all of the land that is used for a purpose different from its original function²⁰.

Delve into Government Regulation Number 1 of 2011 concerning the Determination and Transfer of Sustainable Food Agricultural Land Functions that the conversion of sustainable food land is a change in the function of sustainable agricultural land to non-sustainable food agricultural land either permanently or systematically. In Pesawaran Regency, many land conversion activities have been carried out, not only on rice fields but also on other agricultural land and plantations. Rice fields in Pesawaran Regency are quite large, as seen from the data based on the Lampung Governor's Letter Number 521/1413/U 21/2020 dated April 20, 2020 regarding rice field farming.

Table 1. Area of Sustainable Pangan Agricultural Land in Pesawaran Regency District in 2021

No.	District	Area of Sustainable Food Agricultural Land
1.	Tegineneng	2 052.98 ha
2.	Negeri Katon	1 887.83 ha
3.	Way Khilau	1 198.32 ha
4.	Gedong Tataan	919.58 ha
5.	Way Lima	818.76 ha
6.	Kedondong	487.65 ha
7.	Padang Cermin	452.71 ha
8.	Way Ratai	344.95 ha
9.	Punduh Pidada	118.73 ha
10.	Marga Punduh	108.87 ha
11.	Teluk Pandan	61.62 ha
		Total: 8,452 ha

Source: Pesawaran Regency Regional Regulation Number 10i of 2021 concerning Sustainable Food Agricultural Land

¹⁹ Sudarma Widjaya, "Alih Fungsi Lahan Pangan Di Kabupaten Pesawaran Provinsi Lampung," *Akulturas* 5, no. 10 (2017): 727-738.

²⁰ Shofa Zanjabila et al., "Pengaruh Alih Fungsi Lahan Pertanian Menjadi Pemukiman Terhadap Aktivitas Masyarakat Di Desa Cikunir Kecamatan Singaparna," *Journal Innovation In Education* 2, no. 2 (2024): 141-151.

From the data above, sustainable food agricultural land in Way Khilau District is included in the third highest number when compared to several other sub-districts. Actually, in Mada Jaya Village, there is a conversion of rice fields with a total land area of 0.72ha or about 18 boxes of rice fields (one box of rice fields = 400m² so that 18x400m² = 7,200m²/0.72ha). In the process, this land conversion requires prior planning involving several specific parties, such as land owners and also the surrounding community. The planning will certainly result in a decision on how the community will respond if the land will be converted for housing and others. By planning in advance, it will minimize the consequences that will occur if there are people who do not support and will know what percentage of people support and approve of the land conversion around their homes.

The process of land conversion usually takes place quickly if the reason is the urgency of economic needs, but of course, before housing or other business places are made, a transaction must be held to buy and sell rice fields by land owners and buyers. Not only that, the provisions for the transfer of land functions are also regulated in Government Regulation Number 1 of 2011 Article 35 paragraph (2) letter a concerning the Determination and Transfer of Functions of Sustainable Food Agricultural Land which explains that the transfer of land functions can be carried out with the following requirements:

- a. Have a strategic feasibility study;
- b. Have a land use transfer plan;
- c. Exemption of land ownership;
- d. The availability of replacement land for sustainable food agricultural land.

The conversion of rice fields is regulated and cannot be just any rice field that can be converted, the rice fields that can be converted are rice fields that are outside the PLP2B zoning. This policy aims to protect the reduction of rice fields that will be converted and also to maintain rice fields as food land. With this policy, it is hoped that farmers and land owners will have guarantees and protection for their livelihoods and land ownership. Of course, this is very beneficial for farmers and landowners. In Pesawaran Regency itself, the policy against the protection of sustainable agricultural food land is regulated in the Regional Regulation of Pesawaran Regency Number 10 of 2021 concerning the Protection of Sustainable Agricultural Food Land which is the basis or reference for all processes of land conversion, especially areas or rice fields. The process of converting rice fields into housing in Pesawaran Regency has not occurred much because Pesawaran Regency implements the policy of PLP2B. Mada Jaya Village is an area registered as a PLP2B area because in the RTRW of Pesawaran Regency, Mada Jaya Village is a rice field area or area. This is certainly the main highlight of the Pesawaran Regency government to protect the rice fields in the village. In the existing field conditions, there is one of the land that will be converted, so the land owner must register the land with the National Land Office of Pesawaran Regency to obtain a permit for housing development on the land.

2. Social Impact of Conversion of Rice Field Land into Housing in Pesawaran Regency

Pesawaran Regency is a rural area that is located not far from the suburbs. In this countryside, there are still few large buildings or industries, large agricultural land makes the average rural resident work as a farmer. The economic impact if too much housing causes a decrease in agricultural land, it will threaten the availability of food. Where agricultural land is a provider of various food staples such as rice, corn and so on. If agricultural land is reduced, the availability of food ingredients will be threatened and cause the country to

import a lot of food from other countries. The existence that continues like this for a long time or cannot be predicted and along with the increase in the population, this will make the economy decline because the price of imported food ingredients will certainly be more expensive than the price of local food ingredients. In residential areas, in addition to residents who live for a long time, there are also many newcomers who are looking for jobs. Some local people still choose to continue working as farmers and cultivate crops on the rice fields they still own, because there is still some land left and has not been affected by housing projects. Although some other farm workers have lost their previous jobs and the agricultural land they are cultivating has been converted into residential areas, some people work as construction workers, itinerant traders and so on. Housing development has a lot of influence on community work, besides that the conversion of agricultural land into housing also causes an increase in the unemployment rate because many farmers have lost their jobs²¹. Their habit of farming makes it difficult for them to find a new job.

The existence of land conversion from agricultural land to housing, the impact is not only felt by some people, but also from the economic situation of the community, which is also felt by most people. The main factor for the negative side felt by them in the production of the land function is the lack of economic resources obtained and produced by those who work as farmers and other side effects. The lack of economic income will have an impact on the economic side of the family in meeting their living needs. The transfer of agricultural land functions has had a negative impact on the economy of some existing farming communities, there are also some communities that feel economic changes for the better, although not significantly. The improvement is the existence of a source of capital obtained by several people whose land was purchased by the housing developer²². The proceeds of the sale helped several land owners to open a business and one of them was the food business that as far as the father felt was the improvement of his economy.

In the Pesawaran Regency area, it has a strategic location that is not too far from the city center. Pesawaran Regency used to have a lot of agricultural land and most of the people worked as farmers. However, as time goes by, now Pesawaran Regency has three housing estates that stand in Pesawaran Regency. Where the surrounding community who initially worked as farmers now many work as construction workers and some others. In fact, many still do not have a job. Housing development has a lot of influence on people's work, many people change jobs by becoming workers in housing such as gardeners, security guards, and domestic assistants, the surrounding community mostly feels that finding a job becomes easier after the construction of housing around their neighborhood. At the same time, the cost of living tends to be fixed, not increasing.

In terms of farmers' socio-economic conditions, changes in agricultural land use have a good impact on their livelihoods²³. The results of the sale of agricultural land have a good impact on the level of education of their descendants who have continuously improved the quality from previous years. Since a long time ago, housing conditions have had an impact on the quality of the perpetrator's house. Meanwhile, as a result of the ownership of assets and

²¹ Imam Hidayat, Rillia Aisyah Haris, and Irfan Jaya Siswanto, "Mekanisme Alih Fungsi Lahan Pertanian Menjadi Perumahan Di Kabupaten Sumenep," *Jurnal Pertanian CEMARA (Cendekiawan Madura)* 20, no. 82 (2023): 64.

²² Rahayu Fery Anitasari, "Agrarian Law: Perspective of Indonesian Agricultural Policies," *South East Asia Journal of Contemporary Business, Economics and Law* 20, no. 4 (2019): 2-5.

²³ Hepi Ratna Wulan Nur Habibah, Suharno Suharno, and Slamet Muryono, "Aspek Tata Guna Tanah Dalam Pertimbangan Teknis Pertanahan Untuk Mewujudkan Pembangunan Berkelanjutan," *Jurnal Tunas Agraria* 2, no. 1 (2019): 70-94.

valuables, there has also been an increase, one of them also uses the money from the sale of agricultural land to buy valuable goods such as motorcycles, cars, or jewelry. In addition, the conversion of agricultural land into non-agricultural land (housing) will cause an increase in the unemployment rate because many farmers have lost their jobs. Their habit of farming makes them have no other skills so they may not necessarily be able to get another job because of the lack of existing skills. Indeed, some of them will become economically sufficient in the near future, but it can be estimated that a few years or a few months later they will be confused because they have lost their jobs.

Conclusion

The process of converting rice fields into housing in Pesawaran Regency, especially Mada Jaya Village, must go through existing procedures. The mechanism or procession of converting the use of land into housing in Mada Jaya Village, Way Khilau District needs to be carried out based on procedures, starting from the registration of IPPT to the issuance of the land use transfer permit and the issuance of the land certificate. However, the facts in the field are different, the rice field land that will be converted turns out to have been filled flat with the soil and cannot be processed to issue a permit on the grounds that the land is a productive rice field land. Therefore, the land cannot be processed even though the land has been filled with soil. Social Impact The conversion of agricultural land into housing in Pesawaran Regency has a complex and extensive impact. These changes affect not only the availability of local food but also the employment structure, unemployment rate, and economic well-being of the community. While there are benefits for some individuals who have successfully leveraged the proceeds of land sales to improve their quality of life, negative impacts such as reduced food availability, increased unemployment, and adaptation difficulties remain major challenges. This impact demonstrates the need for balanced policies in land management and adequate support for communities affected by these changes.

Suggestion

Based on the conclusions of this article, several recommendations are proposed to address the social and economic impacts of converting agricultural land into housing in Pesawaran Regency. Local authorities need to enforce land conversion regulations strictly to prevent premature land preparation without permits. Monitoring and penalties should be applied to discourage non-compliance while streamlining the permit process and enhancing transparency, which can encourage developers to follow legal procedures. An integrated land use policy is essential to balance development and food security, focusing on preserving productive farmland and setting clear zoning regulations. Engaging communities in decision-making ensures their interests are represented, and social support programs, including safety nets and retraining, can help displaced workers transition into new opportunities. Promoting economic diversification, such as small business development and agro-tourism, can mitigate unemployment and economic disruptions. Financial literacy programs are also important to assist individuals who benefit from land sales manage their income wisely. Additionally, implementing a system to monitor and evaluate the long-term impacts of land conversion will allow policymakers to make informed adjustments to regulations and programs, ensuring sustainable development and community well-being.

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