

Conversion of Agricultural Land and Its Implications for Food Security in Parepare City (Bacukiki District): An Agrarian Law Perspective

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Abstract: Agricultural land conversion is the change in land use from agricultural to non-agricultural uses, such as residential, commercial, service, and infrastructure. This phenomenon continues to increase with population growth and regional economic development, including in Bacukiki District, Parepare City. This condition has the potential to reduce the area of productive agricultural land and threaten regional food security. This study aims to analyze the forms and factors causing agricultural land conversion, its implications for food security, and the perspective of agrarian law in its regulation and control in Parepare City. This study uses empirical legal research methods with a qualitative approach. Data were obtained through interviews with the Parepare City Agriculture Office and the Bacukiki District Government and supported by secondary data in the form of laws and regulations, government documents, and related scientific literature. The results indicate that agricultural land conversion in Bacukiki District occurs in the form of conversion of agricultural land into residential, commercial, service, and infrastructure areas. The main contributing factors include economic growth, increased demand for space due to population growth, less productive land conditions, and community economic demands. The resulting implications include reduced local food production capacity and increased dependence on food supplies from outside the region. The novelty of this research lies in the formulation of a land conversion control model based on the social function of land rights, which integrates the protection of Sustainable Food Agricultural Land (LP2B), strengthening spatial planning control, and providing incentives to farmers as instruments to maintain a balance between regional development and food security. This model can serve as policy recommendations for local governments in strengthening sustainable agricultural land protection.

Keywords: Agricultural land conversion; food security; agrarian law; social function of land rights;

1. Introduction

Agricultural land conversion has become a growing issue in Indonesia due to its direct implications for the sustainability of the agricultural sector and national food security. The shift in land use from agricultural to non-agricultural uses, such as residential, commercial, service, and infrastructure, continues to increase in line with population growth, urbanization, and regional economic development. This situation has led to a reduction in the area of productive agricultural land, which has historically served as the primary source of food production for the community. Regulations regarding land control, ownership, and utilization in Indonesia are normatively regulated in Law Number 5 of 1960 concerning Basic Agrarian Regulations (UUPA). The UUPA affirms that every land right has a social

function and must be utilized optimally for the prosperity of the people.¹ This principle was further reinforced by Law Number 41 of 2009 concerning the Protection of Sustainable Food Agricultural Land (LP2B), which aims to safeguard agricultural land from uncontrolled conversion and ensure the sustainability of national food production.² Despite the availability of various legal instruments, agricultural land conversion continues to occur in various regions. Nationally, the area of rice paddies has decreased from approximately 8.1 million hectares in 2015 to approximately 7.4 million hectares in 2019. The rate of land conversion is estimated to reach 60,000–80,000 hectares per year. This situation indicates that development pressure on agricultural land is not only a local issue but has become a national issue that has the potential to threaten long-term food security.

A similar phenomenon is occurring in Parepare City, particularly in Bacukiki District. As one of the areas with significant agricultural land, Bacukiki District is experiencing significant changes in land use due to urban development. The 2023 Land Use Statistics data shows that the area of rice fields in Parepare City is only around 735.8 hectares, or approximately 7.41% of the total area, while the area of non-agricultural land continues to increase. This situation indicates a tendency for agricultural land to be converted into residential, commercial, service, and infrastructure areas, potentially reducing regional food production capacity. The conversion of agricultural land not only raises economic and spatial planning issues but also relates to the implementation of the social function of land rights. From an agrarian law perspective, land is not merely viewed as an economic asset to be exploited for individual interests, but rather as a resource with a social function and must provide benefits to the wider community. This thinking aligns with Leon Duguit's theory of the social function of land rights, which asserts that no subjective right is absolute; every right has a social function, and the exercise of rights must be directed towards the public interest. Therefore, the practice of agricultural land conversion needs to be analyzed not only from a development perspective, but also from the perspective of the social function of land and protecting food security. Numerous studies have previously been conducted on agricultural land conversion. Edi Kurniawan and Rahmi's research examined the socio-economic impacts of agricultural land conversion in Parepare City. Pratiwi MK's research examined changes in farmers' livelihoods as a result of land conversion in Bacukiki District, while Lukman's research examined the impact of land conversion on farmers' incomes in Bacukiki District, Parepare City. These studies make important contributions to explaining the social and economic impacts of land conversion, but have not specifically examined the relationship between agricultural land conversion, food security, and the implementation of the principle of the social function of land rights from an agrarian law perspective.

Based on these conditions, this research presents a novelty in the form of an integrative analysis of the phenomenon of agricultural land conversion, food security, and the theory of the social function of land rights from an agrarian law perspective. Furthermore, this research not only identifies the forms, causal factors, and implications of land conversion but also proposes strengthening land conversion control through the integration of

¹ IPB University, "Momentum Hari Tani Nasional, Dekan Faperta IPB University: Alih Fungsi Lahan Sawah Sudah Mengkhawatirkan," dipublikasikan 25 September 2025.

² Indonesia, Undang-Undang Republik Indonesia Nomor 5 Tahun 1960 tentang Peraturan Dasar Pokok-Pokok Agraria.

Sustainable Food Agricultural Land (LP2B) policies, Regional Spatial Planning (RTRW), and farmer empowerment as instruments for protecting regional food security. The urgency of this research lies in the importance of maintaining a balance between development needs and the protection of agricultural land as a pillar of community food security. Therefore, this study aims to analyze the forms and causal factors of agricultural land conversion in Bacukiki District, its implications for food security, and the agrarian law perspective in regulating and controlling agricultural land conversion in Parepare City. The research questions are: (1) what are the forms and causal factors of agricultural land conversion in Bacukiki District, Parepare City; (2) what are the implications of agricultural land conversion for food security in Parepare City; and (3) what is the perspective of agrarian law in regulating and controlling the conversion of agricultural land in Parepare City.

2. Method

This study uses an empirical legal research method with a qualitative approach to analyze the conversion of agricultural land and its implications for food security in Parepare, particularly in Bacukiki District, from the perspective of agrarian law. This approach is used to obtain a direct understanding of the forms of land conversion, the causal factors, the impacts on food security, and the implementation of agrarian law regulations in controlling the conversion of agricultural land within society. Empirical legal research is conducted by examining how the law operates in practice through facts and conditions occurring in the field.

The data in this study consist of primary and secondary data. Primary data were obtained through direct interviews with the Department of Agriculture of Parepare, the government of Bacukiki District, and other related institutions associated with the management and control of agricultural land. Meanwhile, secondary data were obtained from laws and regulations, books, scientific journals, policy documents, and land use statistical data relevant to this study.

Data collection techniques were carried out through interviews, observation, and documentation studies. Interviews were used to obtain information regarding the forms of land conversion, causal factors, impacts on food security, and control efforts undertaken by the local government. Observations were conducted to examine land use conditions in the research area, while documentation studies were carried out on various regulations and land use data related to the study.

The data obtained were then analyzed descriptively and qualitatively by relating the facts found in the field to agrarian law provisions and the theory of the social function of land rights. The analysis was conducted to explain how agrarian law regulations are implemented in controlling the conversion of agricultural land and their implications for community food security in Parepare.

3. Results and Discussion

3.1. Forms and Factors Causing the Conversion of Agricultural Land in Parepare

Parepare City is one of the urban areas in South Sulawesi Province experiencing rapid development. Its strategic position as a city serving services, trade, and as a connecting route between regions has led to a continuously increasing demand for land. This situation has resulted in changes in land use, including the reduction of agricultural land, which has

been converted to non-agricultural uses. The conversion of agricultural land in Parepare City is inextricably linked to the dynamics of regional development, particularly population growth and increased economic activity, which have driven a shift in the structure of spatial use from the agricultural to the non-agricultural sector. The phenomenon of land conversion in Parepare City is essentially part of a national problem. According to data from the Ministry of Agriculture and the Central Statistics Agency (BPS), the area of rice paddies in Indonesia has decreased from approximately 8.1 million hectares in 2015 to 7.4 million hectares in 2019. In fact, the rate of agricultural land conversion has reached 60,000–80,000 hectares per year, reaching approximately 96,512 hectares per year during certain periods. The data shows that pressure on agricultural land is a consequence of the increasing need for space for development and economic activity. However, unlike agrarian regions such as Sidrap and Pinrang Regencies, which still have vast expanses of agricultural land as the primary basis of community economic activity, Parepare City faces greater pressure due to its characteristics as a service, trade, and transit city, which requires the provision of space for residential areas, trade, services, and supporting urban infrastructure.

This situation indicates that land conversion in Parepare City is not solely driven by physical development needs, but also reflects a shift in land use orientation. Land that previously served a productive role as a food provider tends to be viewed as an economic asset that can generate greater profits if utilized for non-agricultural activities. As a result, agricultural land is increasingly being squeezed by urban development interests, which are considered more economically profitable in the short term. This situation demonstrates a trade-off between the interests of economic development and efforts to maintain agricultural land's function as a pillar of regional food security.

A. Forms of Agricultural Land Conversion

Based on the data obtained, land use conditions in Parepare generally consist of residential areas, rice fields, mixed plantations, forests, and other forms of land use. The land use pattern indicates that spatial utilization in Parepare City is dominated by residential areas and other non-agricultural uses, covering approximately 6,041.50 hectares out of a total area of around 9,933 hectares. This condition shows that most of the region has been utilized for non-agricultural activities.

The shift in land utilization in Parepare has undergone significant changes, particularly in agricultural land that has been converted into built-up areas. In Bacukiki District, these changes can be seen from the reduction of agricultural land that has been transformed into residential, trade, and service areas. This change indicates a transformation in the structure of spatial utilization from the agrarian sector to the non-agrarian sector.

Based on the data obtained, agricultural land such as rice fields and mixed plantations has changed function into residential areas, trade and service buildings, and infrastructure supporting the community's economic activities. In Bacukiki District, the forms of agricultural land conversion are clearly visible in the transformation of rice fields into residential housing, the construction of shop houses or business premises, and other public facilities. This change reflects a shift in land function from food production activities to economically oriented non-agricultural activities. In other words, the form of land conversion that occurs is not only a physical transformation of land, but also a shift in its utilization orientation from the agrarian sector to the non-agrarian sector.

The research results of Lukman (2023) also indicate that the pattern of land conversion in Bacukiki District occurs in two main forms. First, land conversion carried out directly by landowners with the aim of fulfilling housing needs or increasing income through business transformation. Second, land conversion initiated by the transfer of ownership, in which the land is sold to other parties who subsequently use it for non-agricultural purposes.

Table 1. Classification of the Forms of Agricultural Land Conversion in Parepare

Forms of Land Conversion	Description of Research Data	Source
Agricultural land converted into residential areas	Land use in Parepare is dominated by residential areas and other non-agricultural uses covering 6,041.50 hectares out of a total area of 9,933 hectares. This condition indicates the expansion of residential areas on land that previously had the potential to function as agricultural land.	Kepala Dinas Pertanian menyatakan bahwa kebutuhan perumahan masyarakat terus meningkat sehingga sebagian lahan sawah dan kebun berubah menjadi kawasan tempat tinggal.
Lahan sawah menjadi kawasan perdagangan dan jasa	In Bacukiki District, there has been a reduction in agricultural land that has been transformed into trade buildings, shop houses, and service areas. This condition indicates a shift in the spatial structure from agrarian areas toward economic areas.	The Head of Bacukiki District stated that many lands located in strategic areas are being utilized as shop houses and business premises because they have higher economic value.
Land conversion through land sales	Another form occurs through the transfer of ownership, in which land is sold to other parties and subsequently utilized for non-agricultural activities.	The Head of Bacukiki District stated that several lands were purchased by outside parties for the construction of housing and commercial buildings.

Based on the table above, it can be understood that the forms of agricultural land conversion in Parepare occur in several main patterns, namely the transformation of agricultural land into residential areas, trade and service areas, infrastructure, and the transfer of land ownership to other parties for non-agricultural purposes.³ These forms of change indicate that agricultural land is increasingly being pressured by the demands of urban regional development.

³ Lukman Lukman, "Evaluasi Alih Fungsi Lahan Pertanian Terhadap Pendapatan Petani di Kecamatan Bacukiki Kota Parepare," *Civil Officium: Journal of Empirical Studies on Social Science*.

B. Factors Causing the Conversion of Agricultural Land

The occurrence of agricultural land conversion in Parepare does not arise suddenly, but is influenced by several factors that have developed along with social changes, economic growth, and urban regional expansion. Changes in society's need for space, increasing economic activities, and the declining interest in maintaining agricultural businesses have become the main driving forces behind the shift in land use. This condition indicates that agricultural land is increasingly facing pressure from various interests outside the agricultural sector.

The conversion of agricultural land in Parepare is influenced by various interrelated factors, particularly economic and demographic factors. Empirically, the increase in population in Parepare City has shown a continuing upward trend, from around 152 thousand people in 2020 to 163.3 thousand people in 2024, with a growth rate of 2.17%. This population growth has resulted in an increasing demand for land for residential areas and other economic activities.



(Graph of the Population of Parepare, 2020–2024)⁴

In addition to population growth, economic factors also constitute a major driving force behind land conversion. Research conducted by Pratiwi and colleagues indicates that the household economic needs of farmers, which cannot be sufficiently met through agricultural income, encourage farmers to sell or convert their land, particularly land considered less productive.⁵

⁴ Agus Dwi Darmawan, "Jumlah Penduduk Kota Parepare 161,6 Ribu Jiwa Data per 2024," Databoks Katadata, 14 April 2025, diakses 28 April 2026.

⁵ Pratiwi MK, Andi Nuddin, Iradhatullah Rahim, dan Abd. Rahim, "Faktor-Faktor yang Mempengaruhi Alih Fungsi Lahan dan Dampak terhadap Lingkungan di Kota Parepare," Cemara 21, no. 2 (November 2024).

Table 2. Factors Causing the Conversion of Agricultural Land

Causal Factors	Description of Research Data	Reinforcement from Interview Results
Population growth	The increasing population causes the demand for land for residential areas, public facilities, and social infrastructure to continue rising, thereby encouraging the use of agricultural land for such purposes.	The Head of the Agricultural Division stated that the increasing need for housing among the community has become one of the reasons for the conversion of agricultural land functions.
Economic growth	Regional economic development encourages the expansion of housing, trade, services, and infrastructure development that require new land areas.	The Head of the Agricultural Division stated that land conversion in Parepare is greatly influenced by economic growth and the increasing demand for development land.
Less productive land conditions	Some agricultural lands are considered to have low production yields, leading landowners to choose other forms of land use that are regarded as having higher economic value.	The Head of the Agricultural Division explained that some agricultural lands are no longer sufficiently productive, prompting the community to convert their land use.
Household economic needs	Research conducted by Pratiwi and colleagues indicates that the household economic needs of farmers, which cannot be fulfilled through agricultural income, encourage farmers to sell or convert their land.	The Head of Bacukiki District emphasized that the economic demands of the community are the primary factor causing agricultural land to be converted into business buildings or residential housing.

Based on the data and interview results, it can be concluded that the main factors causing the conversion of agricultural land in Parepare include:

1. Population growth, which increases the demand for land
2. Economic growth, which encourages development activities
3. Less productive agricultural land conditions
4. The economic demands of the community
5. A shift in land utilization orientation toward the non-agricultural sector

The transformation of agricultural land utilization into built-up areas in Parepare indicates that land use tends to be directed toward short-term economic interests that are considered

more profitable. This practice reflects that the exercise of land rights has not fully taken into account the balance between individual interests and public interests. In this context, the social function of land as a fundamental principle in agrarian law appears not to have been implemented optimally, particularly in maintaining the sustainability of agricultural land as part of the common interest, including its role in supporting regional food availability.

3.2. Implications of Agricultural Land Conversion on Food Security in Parepare

Bacukiki District is one of the areas in Parepare that possesses considerable potential for agricultural land. Food crops, particularly rice, constitute a highly strategic commodity because they serve as the staple food of the Indonesian people. Therefore, the existence of agricultural land in this area plays an important role in maintaining, preserving, and enhancing food security at both the regional and national levels.

Luas Lahan Menurut Penggunaan di Kota Parepare Tahun 2021 – 2023



Sumber : Statistik Pertanian Lahan (SP-Lahan) 2021 - 2023, Diolah

Based on the 2023 Land Use Statistics data, the total area of Parepare reaches 9,933 hectares, divided into four districts, with the largest area located in Bacukiki District covering 6,670 hectares or approximately 67.15 percent. In terms of land use, the area of rice fields in Parepare City amounts to 735.8 hectares or around 7.41 percent of the total area, while non-rice agricultural land reaches 6,640.2 hectares or approximately 66.85 percent, and non-agricultural land covers 2,557 hectares or 25.74 percent. These data indicate that the proportion of agricultural land remains relatively large, but has experienced changes compared to the previous year, in which the percentage of rice field land slightly declined from approximately 7.68 percent in 2022 to 7.41 percent in 2023. This change indicates a gradual conversion of agricultural land.⁶

The phenomenon of agricultural land conversion in Parepare is also influenced by various factors, including the high demand for housing, the strategic location of land, and the economic conditions of the community (Alinda et al., 2021). This condition is consistent with the findings of Prasada and Rosa (2018), who stated that the rapid conversion of agricultural land can threaten food security. Rice field areas, which are generally located in

⁶ Badan Pusat Statistik Kota Parepare, Statistik Penggunaan Lahan 2023: Kota Parepare (Parepare: BPS Kota Parepare, 2024).

strategic locations and close to urban centers, are more vulnerable to conversion into residential areas and other economic activities (Dewi & Pratiwi, 2023).⁷

The agricultural sector plays a very important role as a source of fulfilling the food needs of the community. From this sector, people obtain various basic necessities such as rice, vegetables, and other commodities. Therefore, if agricultural land, particularly rice fields, continues to undergo conversion, the potential loss of food production sources will become increasingly significant, which may ultimately affect the sustainability of food security (Ayunita et al., 2022).⁸

Based on the interview results with the Head of the Department of Agriculture of Parepare, it is known that agricultural land conversion has a direct impact on food availability and food security in the region. The reduction in agricultural land area leads to a decline in local food production capacity, thereby potentially affecting the region's ability to independently meet the food needs of the community.

Table 3. Interview Results Related to the Implications of Land Conversion

Informant	Interview Statement	Resulting Implications	Description
Head of the Agricultural Division of Parepare	"The conversion of agricultural land indeed has an impact on the reduction of food availability. If agricultural land continues to decrease, production will automatically decline, thereby affecting food security as well."	Reduced food availability. Declining agricultural production. Weakening regional food security.	The larger the area of agricultural land converted, the greater the risk of dependence on food supplies from outside the region.

In addition to causing a decline in food production, the conversion of agricultural land also has implications for increasing dependence on food supplies from outside the region. This condition indicates that changes in land use not only affect the physical aspect of space, but also influence the overall regional food security system.

In addition to reducing food production, the conversion of agricultural land also increases Parepare City's dependence on food supplies from outside the region. This condition indicates that changes in land use not only affect the physical aspects of space but also affect the sustainability of the regional food security system. Based on data from the Central Statistics Agency, the prevalence of undernourishment (PoU) in Parepare City in 2025 was recorded at 3.34 percent, lower than the national average of 7.89 percent. This figure indicates that Parepare City's current food security condition is still relatively good. However, this condition does not necessarily indicate that regional food security is completely secure, as community food availability is still supported by supplies from other regions. If agricultural land conversion continues and productive land area continues to

⁷ Pratiwi MK, Andi Nuddin, Iradhatullah Rahim, dan Abd. Rahim, "Faktor-Faktor yang Mempengaruhi Alih Fungsi Lahan dan Dampak terhadap Lingkungan di Kota Parepare," *Cemara* 21, no. 2 (November 2024).

⁸ Komang Triana Ayunita, Ida Ayu Putu Widiati, dan I Nyoman Sutana, "Pengendalian Alih Fungsi Lahan Pertanian Pangan Berkelanjutan," *Jurnal Konstruksi Hukum* 2, no. 1 (Januari 2021): 160–164.

decrease, local food production capacity will further decrease, thereby increasing dependence on external supplies. In the long term, this condition has the potential to reduce regional food self-sufficiency and increase vulnerability to distribution disruptions and food price fluctuations.⁹

Table 4. Analysis of the Implications of Land Conversion on Food Security in Parepare

Food Security Aspect	Indicator	Field Data/Findings	Analysis
Food Availability	Agricultural land area	Rice field land covers only approximately 735.8 hectares (7.41% of 9,933 hectares)	The limited land area indicates a low local food production capacity and vulnerability to further decline due to land conversion.
Food Production	Local production capacity	Land conversion has caused a reduction in productive land	The decrease in land area has a direct impact on the permanent decline of food production.
Food Access	Food availability for the community	Food availability is still relatively fulfilled	Food security remains maintained, but it is not derived from local production.
Food Dependence	Supply from outside the region	Parepare is not a major food-producing region	Dependence on other regions increases due to the limited availability of agricultural land.

The table above shows that the conversion of agricultural land in Parepare has significant implications for food security, particularly in the aspects of food availability, production, and sustainability. This condition reflects that land use still tends to be oriented toward short-term economic interests, such as residential and business development, thereby reducing the function of land as a source of food production.

From the perspective of the theory of the social function of land rights proposed by Leon Duguit, this condition indicates that land use has not fully reflected the principle that no subjective right is absolute. In reality, landowners still tend to convert their land based on personal economic interests without considering the broader impacts. The principle that all land rights contain a social function requires that land utilization provide benefits to society as a whole. In this context, the conversion of agricultural land that leads to a reduction in food production capacity demonstrates that the social function of land has not yet been implemented optimally.

⁹ Irfan Fadhlurrahman, "Prevalensi Ketidakcukupan Konsumsi Pangan di Kota Parepare Turun 2,61% dalam 5 Tahun Terakhir," Databoks Katadata, 25 Maret 2026, diakses 28 April 2026.

Furthermore, the exercise of land rights should be directed toward the interests of society, including the preservation of food availability. However, the practice of land conversion, which tends to prioritize short-term economic benefits, indicates that public interests have not become the primary consideration in land utilization. This condition demonstrates an imbalance between individual interests and collective interests in land use. Uncontrolled agricultural land conversion has the potential to weaken food security; therefore, more effective control efforts are required to ensure that land utilization remains aligned with the principle of the social function of land and supports the broader interests of society.

3.3. The Perspective of Agrarian Law in Regulating and Controlling the Conversion of Agricultural Land in Parepare

The perspective of agrarian law in regulating and controlling the conversion of agricultural land in Parepare is fundamentally based on the principle that land is not merely an economic asset, but a strategic resource whose utilization must provide benefits to society as a whole. In the context of regional development, the demand for land for residential areas, trade, services, and infrastructure continues to increase; however, its utilization must remain aligned with public interests, environmental sustainability, and the protection of productive agricultural land. Therefore, controlling land conversion becomes an important part of agrarian policy to ensure that changes in land use do not cause social losses or threaten regional food security.

The control of agricultural land conversion is one of the primary focuses of agrarian law policy in Indonesia, particularly in efforts to maintain national food security. Through various regulations, the government seeks to strengthen the protection of agricultural land, especially rice fields that play a strategic role as sources of food production. In this context, Ministry of National Development Planning/National Development Planning Agency (Kementerian PPN/Bappenas) has proposed revisions to Presidential Regulation Number 59 of 2019 in order to strengthen the control of rice field conversion, with a target of 87% of permanent rice field areas being designated as Sustainable Food Agricultural Land (LP2B) in accordance with the 2025–2029 National Medium-Term Development Plan (RPJMN). In addition, the acceleration of the designation of Protected Rice Fields (Lahan Sawah Dilindungi/LSD) in all provinces has also become a national priority as an effort to maintain the sustainability of agricultural land.¹⁰

A. Regulation of Agricultural Land Conversion

1. These regulations are strengthened by Law Number 41 of 2009 concerning the Protection of Sustainable Food Agricultural Land, which explicitly stipulates that the protection of agricultural land is part of the effort to achieve national food security and food sovereignty. This law not only regulates the protection of agricultural land, but also governs aspects of land control and ownership to ensure that land distribution can be carried out efficiently and fairly.¹¹

¹⁰ Kementerian PPN/Bappenas Republik Indonesia, “Pemerintah Perkuat Pengendalian Alih Fungsi Lahan Sawah untuk Jaga Ketahanan Pangan Nasional,” Berita Utama, 18 Maret 2025.

¹¹ Indonesia, Undang-Undang Nomor 41 Tahun 2009 tentang Perlindungan Lahan Pertanian Pangan Berkelanjutan (Lembaran Negara Republik Indonesia Tahun 2009 Nomor 149).

2. The government also enacted Presidential Regulation Number 4 of 2026 concerning the Control of Rice Field Conversion as a replacement for Presidential Regulation Number 59 of 2019. This regulation aims to accelerate the establishment of the Protected Rice Field (Lahan Sawah Dilindungi/LSD) map, control the rate of rice field conversion, and strengthen the synchronization of agricultural land protection policies. This policy also targets the protection of approximately 87% of rice field land nationally and integrates LSD into the Regional Spatial Planning (RTRW). Furthermore, this policy is directed toward restoring the function of converted land, empowering farmers, and providing accurate and integrated land data.
3. At the regional level, the regulation of agricultural land conversion in Parepare is implemented through Regional Regulation Number 1 of 2021 concerning the Regional Spatial Plan (RTRW) of Parepare City 2021–2041. This regulation serves as the primary instrument in controlling spatial utilization through the designation of zoning areas, including areas allocated as protected agricultural land. In addition, land protection policies are strengthened through the implementation of Sustainable Food Agricultural Land (LP2B) and the regulation of Green Open Space (RTH) as stipulated in Regional Regulation Number 7 of 2014. These policies aim to maintain a balance between development needs and the protection of agricultural land, particularly amid the increasing development activities in Parepare City as a service and transit city.

Table 5. Regulations for the Governance and Control of Agricultural Land Conversion

Regulation/Program	Year	Responsible Institution	Regulatory Focus	Achievements / Challenges
Law Number 41 of 2009 concerning the Protection of Sustainable Food Agricultural Land	2009	Central Government / Ministry of Agriculture	Protection of sustainable food agricultural land, food security, and regulation of land ownership and control	Serves as the national legal basis for agricultural land protection, but implementation at the regional level is still uneven
Presidential Regulation Number 4 of 2026 concerning the Control of Rice Field Conversion	2026	President of the Republic of Indonesia / Ministry of Agrarian Affairs and Spatial Planning / related ministries	Establishment of Protected Rice Fields (LSD), control of rice field conversion, integration with spatial planning (RTRW)	Targets protection of 87% of national rice fields; challenges include data synchronization and field supervision
Presidential Regulation Number 59 of 2019 (previous regulation)	2019	Central Government	Control of rice field conversion	Replaced due to the need for stronger

				regulation and accelerated protection of rice fields
Regional Regulation Number 1 of 2021 concerning the Spatial Plan (RTRW) of Parepare City 2021–2041	2021	Parepare Local Government	Spatial zoning regulation, land-use control, and protection of agricultural zones	Serves as the main local instrument, but urban development pressure remains high
LP2B Policy of Parepare	Ongoing	Local Government / Department of Agriculture	Designation of agricultural land that must be preserved and protected from conversion	Helps maintain productive land, but requires continuous supervision
Regional Regulation Number 7 of 2014 concerning Green Open Space	2014	Parepare Local Government	Maintaining urban spatial balance and green areas	Supports environmental sustainability, but limited urban land availability remains a challenge

Based on the table above, it can be understood that the regulation of agricultural land conversion is implemented in a hierarchical manner, ranging from the national to the regional level. Each regulation has a complementary focus, starting from the protection of agricultural land, the control of rice field conversion, to spatial planning of regional areas. In Parepare, the existence of the Regional Spatial Plan (RTRW) and the Sustainable Food Agricultural Land (LP2B) policy serves as important instruments to ensure that development continues without neglecting the existence of productive agricultural land.

B. Efforts to Control Agricultural Land Conversion in Parepare

The control of agricultural land conversion is an important part of agrarian policy aimed at maintaining a balance between development needs and the sustainability of the agricultural sector. The increasing demand for land for residential areas, trade, services, and infrastructure often drives the transformation of agricultural land into non-agricultural uses.

Based on the interview results with the Head of the Department of Agriculture of Parepare, it is known that the local government has implemented various concrete efforts to control agricultural land conversion. One of the main measures taken is the implementation of the Sustainable Food Agricultural Land (LP2B) policy, which designates agricultural land that must be preserved and cannot be arbitrarily converted. In addition, the government also provides support to farmers through the provision of agricultural production facilities such as fertilizers, farming equipment, and other assistance in order to improve productivity and farmers' welfare.

Table 6. Interview Results Related to Efforts to Control Agricultural Land Conversion in Parepare

Informant	Interview Statement	Forms of Control Efforts	Objective
Head of the Agricultural Division of Parepare	“For controlling land conversion in Parepare, we have implemented LP2B as land that must be maintained. In addition, we also prioritize farmers by providing assistance such as fertilizers, agricultural tools, and other support so that they continue to maintain their land.”	1. Implementation of Sustainable Food Agricultural Land (LP2B). 2. Fertilizer assistance. 3. Agricultural equipment assistance. 4. Farmer support programs.	To maintain the existence of agricultural land, increase agricultural productivity, and prevent continuous land conversion.

These efforts indicate that the control of agricultural land conversion in Parepare is carried out through two approaches: a regulatory approach and an empowerment approach. The regulatory approach is implemented through the designation of Sustainable Food Agricultural Land (LP2B) and spatial planning regulations, while the empowerment approach is carried out by providing support to farmers so that they continue to maintain their agricultural land.

Table 7. Analysis of Agricultural Land Conversion Control in Parepare

Analysis Aspect	Indicator	Field Findings	Analysis
Regulation	Existence of legal rules (Law No. 41 of 2009, RTRW, LP2B)	The Government of Parepare has established LP2B and RTRW as the legal basis for controlling land conversion	Normatively, the regulations are strong, but implementation is not yet fully optimal
Control	Restrictions and permits for land conversion	There are restrictions and even refusals of land conversion in Bacukiki District	Indicates the application of the social function of land principle, where land rights cannot be used freely without regard to public interest
Government Support	Assistance to farmers	The government provides fertilizers, agricultural tools, and other support	This is a preventive effort to reduce farmers' economic pressure that could lead to land conversion
Supervision	Monitoring and field control	Monitoring is still limited and not evenly	Indicates weak implementation of agrarian

		implemented	law in practice
Public Awareness	Consideration of public interest	Land conversion is still dominated by personal economic interests	The principle of the social function of land is not yet fully understood by the community

The table above The Parepare City Government's efforts to control agricultural land conversion through the implementation of the Protected Agricultural Land (LP2B), spatial planning regulations in the Regional Spatial Plan (RTRW), and the provision of assistance to farmers are essentially in line with national policies stipulated in Law Number 41 of 2009 concerning the Protection of Sustainable Food Crop Land and Presidential Regulation Number 4 of 2026 concerning the Control of Rice Field Conversion. Nationally, the government targets the protection of approximately 87% of rice fields through the designation of Protected Rice Fields (LSD) and the LP2B. This similarity indicates that the direction of Parepare City's policies aligns with the national strategy for maintaining the sustainability of food crops. However, as is the case in many regions across Indonesia, policy implementation in Parepare City still faces challenges in the form of high land demand for development, economic growth, and the increasing value of non-agricultural land. This situation demonstrates that the success of controlling land conversion depends not only on the existence of regulations but also on effective oversight and the commitment of all parties to maintaining the function of agricultural land. From an agrarian law perspective, the regulation and control of land conversion in Parepare City reflect the application of the principle of the social function of land rights. Land use restrictions through the LP2B (Land Use Planning) and RTRW (Regional Spatial Planning) policies demonstrate that land rights are not absolute but must be exercised in accordance with applicable regulations. Furthermore, agricultural land protection emphasizes that land not only has economic value for its owners but also serves a social function to support community interests, particularly in maintaining food security. Government efforts through agricultural land protection and farmer empowerment demonstrate that the use of land rights is directed towards providing broader benefits to the community. However, economic pressures and increasing development needs continue to pose challenges in controlling land conversion. This situation demonstrates that although the legal framework is in place, its effective implementation still requires strengthening through better oversight and increased public awareness.

4. Conclusion

This study shows that agricultural land conversion in Parepare City, particularly in Bacukiki District, occurs in the form of conversion of rice fields and gardens into residential areas, trade and service areas, and various infrastructure developments. This phenomenon is influenced by population growth, regional economic development, the need for land for development, the unproductive condition of some agricultural land, and economic demands that encourage landowners to convert their land to non-agricultural sectors considered more profitable. Agricultural land conversion impacts food security, particularly on local food availability. The reduction in agricultural land area leads to a decline in food production capacity and increases dependence on food supplies from outside the region.

This situation demonstrates the strategic role of agricultural land in maintaining the stability of community food security. From an agrarian law perspective, the regulation and control of agricultural land conversion are regulated through Law Number 5 of 1960 concerning Basic Agrarian Regulations, Law Number 41 of 2009 concerning the Protection of Sustainable Food Crop Land, and regional policies through the Regional Spatial Plan (RTRW) and the establishment of the Land Use Management Agency (LP2B). These regulations reflect the application of the principle of the social function of land rights, which mandates that land use not only orientates itself toward individual interests but also benefits the community, particularly in maintaining food security. However, the effectiveness of controlling land conversion remains challenging due to the high pressures of development and the economic needs of the community. Therefore, the Parepare City Government needs to strengthen oversight of LP2B areas, digitize land use change data, provide economic incentives to farmers who maintain their agricultural land, and integrate agricultural land protection into regional development policies. These steps are crucial to ensuring a balance between development needs and the sustainability of agricultural land as a pillar of community food security.

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