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The Role of Regional Government in Controlling the Conversion of Agricultural Land to Housing Growth in Sragen Regency

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Abstract
The growth of housing development in Sragen Regency, an agricultural region, has put pressure on the sustainability of agricultural land. This study aims to analyze housing growth and assess the role of local governments in controlling agricultural land conversion. The research method used is a juridical-empirical legal research with a qualitative approach. Data were obtained through interviews with relevant regional officials, legislation, and literature reviews. The results show that housing development reaches approximately 1,000 units per year, while the level of fulfillment of new housing needs is approximately 87% with a backlog of approximately 28,000 units. The local government has carried out a controlling role through spatial planning instruments, spatial utilization permits, the Suitability of Spatial Utilization Activities (KKPR), as well as coordination between regional officials and the provision of incentives to farmers. However, this role has not been optimal due to a disconnect between the role conception as formulated in spatial planning policies and regulations and the implementation of the local government's role in controlling agricultural land conversion in the field.
KEYWORDS

Land Conversion, Sragen Regency, Regional Government, Housing, Spatial Planning

Introduction

Indonesia is known as an agricultural country where most of its territory is used for agricultural activities. Agricultural land is one of the natural resources controlled by the state and plays an important role in the survival of the wider community. This is in line with the mandate of Article 33 paragraph (3) of the 1945 Constitution of the Republic of Indonesia which states that "The land and water and the natural resources contained therein are controlled by the state and used for the greatest prosperity of the people." Based on this statement, the state has the authority to regulate, manage, utilize, and maintain the sustainability of natural resources, including land, so that they can provide optimal benefits for the welfare of the people.

Housing development is one of the basic needs of society which continues to increase along with population growth, economic development and the dynamics of regional development (Prabowo et al., 2023). The need for decent housing is driving increasing demand for land, especially in areas with good accessibility and adequate infrastructure support (Lestari & Adianto, 2023). These conditions put pressure on land availability, particularly in areas historically dominated by agriculture. In many cases, limited non-agricultural land makes agricultural land the primary alternative for residential development. This phenomenon demonstrates that housing development and land-use change are interrelated in the regional development process (Nurhayati & Putra, 2024).

Agricultural land conversion is the change in land use from agricultural activities to residential, industrial, or infrastructure. While often seen as a sign of progress, this process often neglects environmental and food security aspects. Weak spatial planning controls, particularly in areas surrounding large cities, lead to a reduction in fertile land and a

decline in agricultural production, increasing dependence on food supplies from outside the region (Armaya, 2025). On the other hand, the ever-increasing need for housing cannot be ignored because it is directly related to the welfare of society (Ayuningtyas, 2022). Therefore, the conversion of agricultural land is a strategic issue that requires serious attention in regional development planning and management.

In general, changes in agricultural land use occur because they are influenced by several factors, namely: 1) External factors, namely factors that arise due to the development of urban areas, demographic changes, and economic dynamics triggered by the flow of globalization, 2) Internal factors, which are related to the social and economic conditions of farming households as land owners or users, and 3) Policy factors, namely government regulations and decisions, both at the central and regional levels, which influence changes in the designation of agricultural land (Wirata, 2021).

Spatial utilization in Indonesia is regulated through various laws and regulations, which emphasize that land use must comply with spatial planning. At the regional level, spatial planning policies and long- and medium-term development planning documents serve as guidelines for controlling spatial utilization (Hawari & Sugiarto, 2024). In Sragen Regency, spatial management is regulated through the Regional Spatial Plan and regional development planning documents that determine spatial utilization zoning, such as agricultural and residential areas, as part of regional development policy.

Sragen Regency is known as a region with a strong agricultural character, but in recent years it has shown quite significant development in housing construction (Khairudin, 2025). Housing development data from 2020–2025 shows fluctuations in the number of housing units built across various sub-districts, with a trend of increases in certain areas such as Karangmalang, Gemolong, and the Sragen urban area. Furthermore, housing proposal data through site plans shows a significant year-over-year

increase in the number of housing developments and planned housing units. This indicates a dynamic housing growth that warrants closer examination. This growth is potentially spatially related to changes in land use in Sragen Regency.

Table 1. Housing Development Progress Data for 2020-2025

No	Subdistrict	2020	2021	2022	2023	2024	2025
1.	Karangmalang	554	360	603	187	287	702
2.	Sidoharjo	168	-	50	177	365	102
3.	Gemolong	18	422	-	-	240	366
4.	Kalijambe	155	172	-	-	375	316
5.	Ngrampal	68	-	84	137	102	88
6.	Masaran	42	-	10	16	16	215
7.	Sambungmacan	-	29	29	-	-	56
8.	Kedawung	-	-	69	-	-	60
9.	Gondang	105	33	43	76	79	-
10.	Sambirejo	-	-	-	43	9	-
11.	Sragen Kota	172	84	96	184	207	201
	Total	**1.282**	**1.100**	**984**	**820**	**1.680**	**2.106**

Source: data processed by researchers, 2026

Based on the housing development data above, the number of housing units built in Sragen Regency in the 2020–2025 period reached thousands of units with an average construction rate of 1,000 units per year. This data reflects the high and increasing demand for housing in the community. However, the level of fulfillment of housing needs has only reached around 87%, so there is still a shortage or backlog of housing of around 13% of the total need, which is estimated to reach approximately 28,000 housing units. This condition indicates ongoing pressure on housing provision in Sragen Regency. This condition indicates ongoing pressure on housing development from year to year. This pressure has the potential to impact land use, especially in areas with limited non-agricultural land.

The growth of housing in Sragen Regency is also inseparable from the phenomenon of conversion of agricultural land, especially rice fields which

have been converted into residential areas (Ghoerniasih et al., 2024). Interviews revealed that housing development, whether undertaken by individuals or developers, often occurs on land previously used for agriculture. This land-use change occurs gradually and follows evolving community needs. Furthermore, housing development tends to be concentrated in urban areas and areas designated as residential areas by spatial plans. This indicates a link between housing growth and changes in agricultural land use.

Various previous studies have discussed the phenomenon of conversion of agricultural land and housing development from various perspectives. (Moliju, 2023) explains that the conversion of agricultural land is a phenomenon that is inseparable from the dynamics of regional development and housing needs. (Putra et al., 2024) shows that regional growth and changes in socio-economic structure influence agricultural land conversion patterns. (Mariyani et al., 2023) emphasized that the conversion of agricultural land into residential areas due to modernization and population growth has an impact on changes in the structure and social order of society. Meanwhile, (Akhmaddhian et al., 2021) emphasized that agricultural land conversion is also closely related to regulatory aspects and the implementation of spatial planning policies at the regional level.

However, research specifically linking housing growth to the control of agricultural land conversion based on regional data and directly linked to regional development planning and spatial planning documents is still relatively limited. Furthermore, studies utilizing housing development data, interviews with regional officials, and spatial planning regulations in an integrated manner have not been widely conducted, particularly in Sragen Regency. This situation indicates a need for research that can bridge housing development data with the applicable spatial planning policy framework. Therefore, this research is important to answer two main questions: (1) What are the conditions of housing growth and agricultural land conversion in Sragen Regency? and (2) What is the role of regional

officials in controlling agricultural land conversion on housing growth in Sragen Regency.

Methods

In this study, the researcher employed a juridical-empirical legal research method. This approach requires the researcher to go directly into the field and interact with the community as the research object, thus incorporating various social norms and unwritten rules that apply among the residents into the study (Ali, 2009). The data in this study consists of primary and secondary data. Primary data were obtained through interviews with regional officials authorized in the fields of spatial planning, housing, and licensing in Sragen Regency. Secondary data include primary legal materials in the form of national and regional laws and regulations, secondary legal materials in the form of books and scientific journals, and tertiary legal materials. All data were analyzed qualitatively, namely by comparing applicable legal provisions with empirical facts in the field to assess the suitability of their implementation, so that systematic and argumentative conclusions can be drawn (Fiantika et al., 2022).

Results and Discussion

1. Conditions of Housing Growth and Conversion of Agricultural Land in Sragen Regency

Astronomically, Sragen Regency is located at coordinates 110°45’ to 111°10’ East Longitude and 7°15’ to 7°30’ South Latitude. This location places Sragen in a strategic area in the eastern part of Central Java Province. Geographically, Sragen Regency has quite clear administrative boundaries, namely bordering Grobogan Regency to the north, Karanganyar Regency to the south, Boyolali Regency to the west, and Ngawi Regency to the east. This position makes Sragen a connecting area between Central Java and East Java Provinces. Administratively, Sragen Regency is divided into 20 sub-

districts, each with its own regional characteristics and resource potential. With an area of approximately 994.57 km², Sragen has a sufficiently large area to support various activities, both in the agricultural, residential, trade, and regional infrastructure development sectors (BPS, 2025)

Based on available data in 2020, the area of agricultural land in Sragen Regency was recorded at 60,539 hectares (Yuliyanto dan Saputra, 2023), this demonstrates the agricultural character of the Sragen region. In the same year, the recorded area of rice fields was 42,138.90 hectares, indicating that the majority of agricultural land in Sragen Regency is dominated by rice fields, the primary food crop. Meanwhile, in 2025, the recorded area of rice fields was 40,838 hectares (DKP3, 2025). These differing conditions indicate a dynamic in land use, indicating a trend toward increasingly limited rice paddy availability, coupled with increasing land demand for development, including housing. This situation underscores the crucial role of local governments in controlling land conversion through spatial planning policies.

The growth of housing development in Sragen Regency is a phenomenon inextricably linked to the dynamics of regional development and the increasing need for housing. Along with population growth and economic activity, the need for adequate housing increases year after year. This situation drives increased demand for land for housing development, particularly in areas with good accessibility, proximity to economic centers, and the availability of basic infrastructure (Hidayat et al., 2025) In regional development, housing is not only seen as an individual need, but also as part of efforts to improve the welfare of society in general.

Based on housing development data in Sragen Regency for the 2020–2025 period, the number of housing units built reached thousands, with an average construction rate of around 1,000 units per year. This figure indicates that housing development activity is ongoing and relatively consistent. This high rate of construction reflects the substantial demand

for housing within the community. This growth in housing development is not limited to urban areas but is also beginning to penetrate the outskirts and areas previously dominated by agricultural activities.

Despite the continued increase in housing development, housing needs in Sragen Regency have not been fully met. Based on available data, housing needs have only reached around 87%. This means there is still a significant housing shortage, or backlog, estimated at approximately 28,000 units. This situation indicates a gap between the community's housing needs and the availability of housing units. This shortage is one of the main driving factors behind the continued progress of housing development in Sragen Regency.

The existence of a large housing backlog puts pressure on the provision of land for housing development (Zefri & Muchifudin, 2024). In situations of limited non-agricultural land, residential development is often directed to areas that are still spatially available, including land previously used for agriculture. Land-use changes are non-linear and can create feedback loops within the system, depressing living conditions and increasing community vulnerability (Sarastika & Anggrasari, 2024). This condition shows that the community's housing needs have the potential to directly impact the existence of agricultural land.

Sragen Regency has a strong agrarian character with the agricultural sector as one of the main pillars of the regional economy, and is also known as the region with the third highest rice production in Central Java Province (Salmalia, 2025). Agricultural land, particularly rice paddies, plays a crucial role in maintaining sustainable food production and the economic stability of rural communities. However, in practice, agricultural land is often strategically located for residential development, particularly in areas experiencing infrastructure development and increased accessibility. This situation makes agricultural land an alternative for housing development.

Housing growth in Sragen Regency spatially shows a tendency to be concentrated in certain areas, such as urban areas, buffer zones, and sub-districts with relatively rapid economic and infrastructure development. Data on housing development applications through site plans shows an increase in the number of housing developments and planned housing units from year to year. This increase indicates that housing development is not a temporary phenomenon, but rather part of a medium- to long-term development trend in Sragen Regency.

The conversion of agricultural land into residential areas does not always occur immediately on a large scale, but often occurs gradually. Housing development can begin with the utilization of a portion of agricultural land, then expand as housing demand and surrounding development activity increases. Housing demand is a market-based concept that reflects the type and number of homes selected based on community preferences and affordability. Housing demand is influenced by three main factors: population size, income level and access to housing credit, and preferences and lifestyle (Hanifa et al., 2022). This process causes gradual changes in land use, which in the long term has the potential to reduce the area of productive agricultural land. This situation is a critical concern in managing land use in agrarian areas like Sragen Regency.

Interviews with the Sragen Regency Public Housing, Settlement Areas, Land, and Spatial Planning Office provide a clearer picture of the empirical state of housing needs in the region. The interviews, conducted on Thursday, January 15, 2026, revealed that housing needs in Sragen Regency remain largely unmet. Housing development continues to be encouraged in an effort to alleviate the existing housing shortage. The informant stated that:

"The need for housing in Sragen Regency has not been fully met to date, so there is still a shortage of housing units in quite large numbers and housing development is still ongoing." (Interview with the Department of Public Housing, Residential Areas, Land Affairs, and Spatial Planning of Sragen Regency, January 15, 2026)

This statement demonstrates that housing development is a response to real community needs, not merely economic incentives or developer interests. The unmet housing demand underpins the continued housing development in Sragen Regency. However, this situation also presents challenges in maintaining a balance between meeting housing needs and protecting agricultural land.

In practice, housing development in Sragen Regency is carried out by both developers and individuals. Developer-led housing development is generally larger and more planned, while individual development is often partial and scattered. Both forms of development require land and have the potential to utilize land previously used for agricultural activities. This indicates that agricultural land conversion is driven not only by large-scale housing development but also by cumulative small-scale housing development.

Pressure on agricultural land is also influenced by location and economic value. Agricultural land located near city centers, main roads, or developing areas has a higher economic value when used for housing than for agricultural activities (Pratiwi et al., 2024). This situation is driving changes in land use, particularly in rice fields located in strategic areas. In a situation of high housing demand, the tendency to use agricultural land for housing is becoming increasingly strong.

The phenomenon of agricultural land conversion occurring in Sragen Regency cannot be separated from the dynamics of overall regional development. Infrastructure development, increased accessibility, and the development of economic centers also influence spatial utilization patterns. Housing growth, which follows regional development, demonstrates the interconnectedness between development policies, community needs, and changes in land use. Therefore, the conditions of housing growth and agricultural land conversion need to be comprehensively understood within the framework of regional development.

Thus, housing development data and interview results indicate that Sragen Regency faces a dual challenge: meeting the growing housing needs of the community and maintaining the sustainability of agricultural land as part of the region's character and resilience. The pressure of housing demand, marked by a high housing backlog, is a major factor driving the continued housing development. Meanwhile, limited non-agricultural land creates the potential for housing development to overlap with agricultural land.

2. The Role of Regional Apparatus in Controlling the Conversion of Agricultural Land to Housing Growth in Sragen Regency

Land conversion is a complex issue because it involves the interests of many parties, especially due to the limited land available which is not balanced with the increasingly diverse needs for land use (Nurhidayah et al., 2025). The more rapid a region grows, particularly in urban areas, the greater the demand for land. This poorly managed development is driving a shift in land use from agricultural to non-agricultural sectors, which can ultimately negatively impact efforts to maintain food self-sufficiency and achieve sustainable development (Putri et al., 2024).

Controlling the conversion of agricultural land to housing growth is an integral part of spatial planning, which falls under the authority of the state. This authority can be realized through policy formulation, regulatory development, and supervision in the field of spatial planning. The implementation of this state authority is not carried out directly by the state as an abstract entity, but rather by the central government and regional governments in accordance with the authority stipulated in laws and regulations (Anita et al., 2022).

1. Basis for Regional Government Authority in Controlling Conversion of Agricultural Land

The authority of regional governments in controlling spatial utilization is regulated in Law Number 26 of 2007 concerning Spatial Planning. Article 7 paragraph (2) of the law emphasizes that spatial planning is carried out by the central and regional governments. Furthermore, Article 11 paragraph (2) states that district/city governments have the authority to implement spatial planning in district/city areas, which includes spatial planning, spatial utilization, and control of spatial utilization.

Control of spatial utilization as referred to in Article 11 paragraph (2) is reaffirmed in Article 35 of Law Number 26 of 2007, which states that control of spatial utilization is carried out through zoning regulations, permits, the provision of incentives and disincentives, and the imposition of sanctions. This provision shows that control of the conversion of agricultural land is part of the legal authority of regional governments which is implemented through administrative legal instruments.

Furthermore, controlling the conversion of agricultural land is closely related to Law Number 41 of 2009 concerning the Protection of Sustainable Food Agricultural Land. Article 44 of this law stipulates that sustainable food agricultural land is protected and its conversion is prohibited, except for certain public interests and under very strict conditions. This provision clearly defines that not all agricultural land can be converted for development purposes, including housing development.

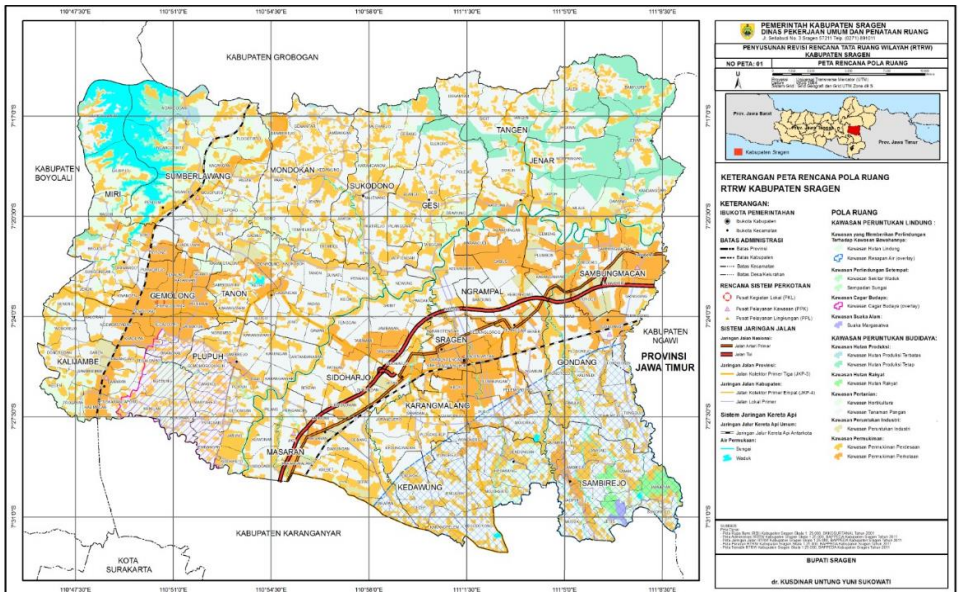
2. Implementation of Authority through the Regional Spatial Plan (RTRW) and Regional Spatial Plan (RDTR) of Sragen Regency

At the regional level, the provisions of Law Number 26 of 2007 are implemented through Sragen Regency Regional Regulation Number 1 of 2020 concerning Amendments to the Sragen Regency Regional Regulation concerning the Sragen Regency Spatial Planning Plan for

2011–2031. This RTRW Regional Regulation has the position as a regional legal norm that binds all regional officials and the community in the utilization of space.

In the Sragen Regency Spatial Planning Regulation (RTRW), spatial zoning is the primary instrument for controlling agricultural land conversion. Agricultural land is designated within specific zones with both protective and agricultural cultivation functions. This zoning designation aims to provide legal certainty regarding spatial allocation and prevent land conversion that is inconsistent with the spatial plan.

Image. 1 Sragen Regency Spatial Planning Map



Source: Sragen Regency Regional Regulation Number 1 of 2020

It's important to understand that each region has a different land color zoning division according to its designation. One example is the green zone, which is marked on the map in green and is designated for agricultural activities and vegetation; brown or dark red is designated for dense settlements, city centers, industrial areas, and public facilities; and blue and light blue represent water areas. According to statutory provisions, these zones may not be used for housing or settlement development. Additionally, there is the yellow zone designated as a

residential area, allowing residents to construct residential buildings and obtain building permits (IMB) more easily. However, the designation of these zones may change in line with developments and spatial planning policies established by the local government (Faizal, 2024).

Zoning in the Sragen Regency Spatial Plan, as stipulated in Sragen Regency Regulation Number 1 of 2020, is the primary instrument for controlling spatial use, including preventing and limiting the conversion of agricultural land. Normatively, the zoning in the RTRW and RDTR includes protected areas, agricultural cultivation areas, residential areas, industrial areas, and other strategic areas. This division is not merely administrative but also has legal consequences for the permissibility of development activities on a given plot of land.

The RDTR (Detailed Spatial Plan) is a spatial planning document that regulates spatial use in greater detail within a specific area. The RDTR contains detailed provisions regarding land use, zoning, and spatial use regulations, which serve as the basis for granting permits for activities or development. In the conversion of agricultural land, the RDTR serves as a reference for assessing whether a location can be used for specific purposes, such as housing.

The position of the Detailed Spatial Planning Plan (RDTR) of Sragen Regency is divided into 3, namely:

1) Regulation of the Regent of Sragen Regency Number 69 of 2021 concerning the Detailed Spatial Planning Plan for the Sragen Urban Area for 2021-2041
2) Regulation of the Regent of Sragen Regency Number 15 of 2023 concerning the Detailed Spatial Planning for the Gondang-Sambungmacan Industrial City Area for 2023-2043

3) Regulation of the Regent of Sragen Regency Number 34 of 2023 concerning the Detailed Spatial Planning Plan for the Gemolong Urban Area for 2023-2043

The three Regent Regulations constitute the Detailed Spatial Planning Plan (RDTR) prepared as an elaboration of the Regional Spatial Planning Plan (RTRW) of Sragen Regency. The RTRW serves as a general guideline for spatial planning at the regency level, while the RDTR regulates spatial utilization in more detail in specific areas, such as the Sragen Urban Area, the Gondang-Sambungmacan Industrial City Area, and the Gemolong Urban Area. Therefore, the three Regent Regulations serve as technical and operational instruments used directly in controlling spatial utilization and granting development permits, so that development implementation in each area remains in line with the direction of spatial planning policies stipulated in the RTRW.

Areas dominated by residential zones (yellow) and urban development are mainly located in:

1) Sragen City
2) Karangmalang
3) Sidoharjo
4) Part of Ngrampal

This area is the center of government, trade, services, and major transportation access (the Solo-Sragen-Ngawi corridor). Spatial planning-wise, this area is geared towards becoming a center for residential growth and services.

Areas included in secondary urban development or industrial areas:

1) Gemolong: western growth center
2) Gondang
3) Sambungmacan

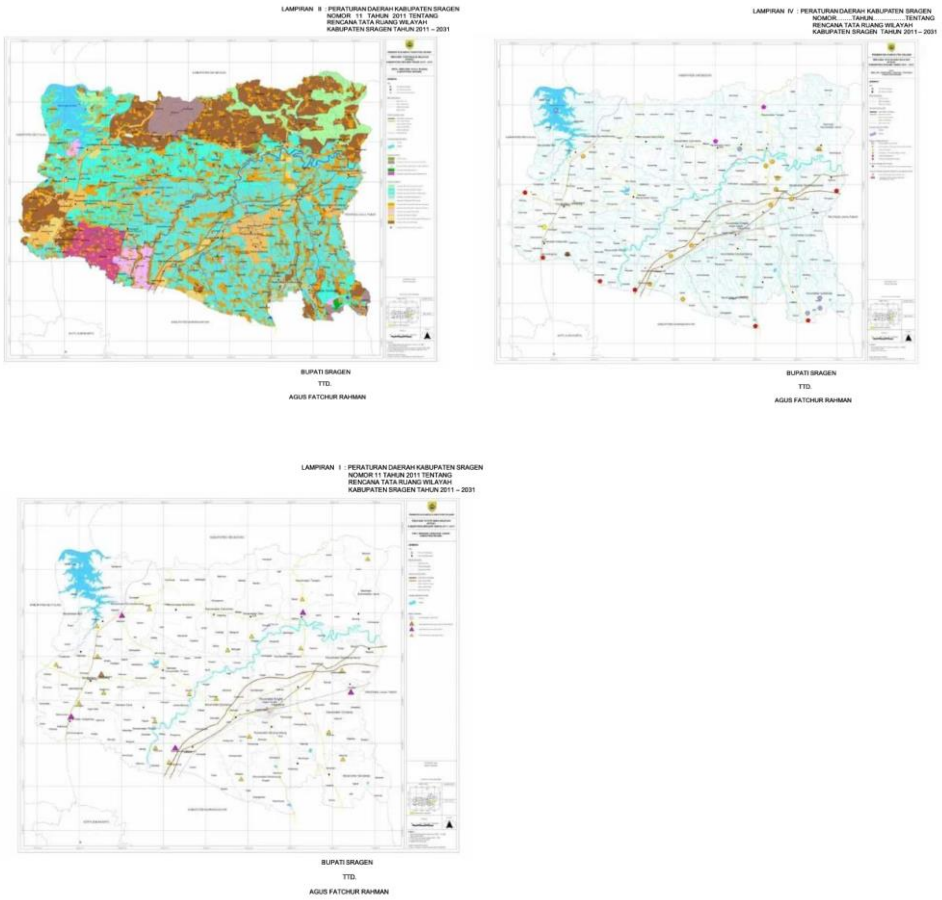
The Gondang-Sambungmacam Industrial City RDTR regulates industrial zones and supporting settlements.

Districts dominated by productive agricultural land (large rice fields):

1) Sambirejo
2) Masaran
3) Kalijambe
4) Miri
5) Sumberlawang
6) Plupuh

This area is an important part of Sragen's rice barn and is widely included in the LP2B/KP2b category.

The existence of green zones, which include Sustainable Food Agricultural Land (LP2B) and Sustainable Food Agricultural Areas (KP2B), legally protects productive rice fields from being converted into unsustainable uses. This provision aligns with Law Number 41 of 2009 concerning the Protection of Sustainable Food Agricultural Land, which stipulates that sustainable food agricultural land cannot be converted except for public purposes under strict conditions. Thus, conceptually, the zoning system provides a clear normative boundary between areas designated for agriculture and those that can be developed for residential purposes.



Source: Sragen Regency Regional Regulation Number 1 of 2020

However, the dynamics of housing growth in Sragen Regency demonstrate that land conversion issues cannot be understood solely through static zoning norms, but rather can only be analyzed spatially and contextually. Housing development data for the 2020-2025 period shows that districts such as Karangmalang, Sragen Kota, and Gemolong experienced relatively high housing unit growth. These areas are characterized by proximity to centers of economic activity, good accessibility, and development as centers of public services and commerce. From a spatial planning perspective, these areas can be categorized as suburban or urban fringe areas, a transitional zone between the urban core and agricultural areas.

These transition zones are empirically the most vulnerable to land conversion. Spatially, transition zones often bring productive

agricultural land into contact with the pressures of housing demand and built-up expansion. Even if a plot of land is still categorized as an agricultural zone on the RTRW map, its proximity to a residential zone can increase its economic value as residential land. This situation creates a conversion drive influenced not only by formal policies but also by market mechanisms and community preferences. Therefore, land conversion in Sragen Regency tends not to occur massively in the core of protected agricultural areas, but rather occurs gradually in the transitional areas between the green and yellow zones.

Spatial analysis of development patterns shows that most housing growth is concentrated in areas designated as residential areas in the RDTR, particularly in the Sragen Urban Area, Gemolong Urban Area, and the Gondang-Sambungmacan industrial area. The RDTR, as an operational derivative of the RTRW, provides more detailed provisions regarding the intensity of spatial use, basic building coefficients, and types of permitted activities. In the Spatial Utilization Activity Conformity (KKPR)-based licensing system, assessments of development plans are conducted by directly referring to the digitally integrated RDTR map. This demonstrates that procedurally, housing development has been directed to align with applicable zoning regulations.

Zoning in Sragen Regency demonstrates that the spatial planning system provides a clear control framework through the designation of agricultural and residential zones. However, spatially, land conversion pressures are more dominant in transitional areas that are economically and geographically strategic. This suggests that effective control depends not only on the existence of the RTRW and RDTR as legal documents, but also on policy consistency, implementation oversight, and the local government's commitment to maintaining agricultural zones amidst increasing housing demand.

3. The Role of Bapperida in the Regional Development Policy Framework

In addition to regional spatial planning technical instruments, the Regional Development Planning, Research, and Innovation Agency (Bapperida) of Sragen Regency plays a strategic role in controlling agricultural land conversion through the formulation of regional development policies. This role is implemented through the formulation of the 2025–2045 Sragen Regency RPJPD Regional Regulation, the 2025–2029 Sragen Regency RPJMD Regional Regulation, and the regional apparatus' Strategic Plan (Renstra).

Regional development planning documents are policy instruments that must align with the Spatial Planning (RTRW) as stipulated in Article 26 of Law Number 26 of 2007. This provision emphasizes that regional development plans must not conflict with spatial planning. Therefore, the role of Bapperida is crucial in ensuring that housing development does not encourage uncontrolled conversion of agricultural land.

Through the Regional Medium-Term Development Plan (RPJPD) and Regional Medium-Term Development Plan (RPJMD), Bapperida formulates development directions that emphasize the principles of sustainable development. This principle requires a balance between housing development and agricultural land protection. Therefore, the regional development policies formulated by Bapperida are part of a system for controlling agricultural land conversion.

In addition to the RPJPD and RPJMD, Bapperida also utilizes the Strategic Plan (Renstra), RKPD, Renja OPD, and field survey results in implementing activities and formulating future policies. The Bapperida Renstra plays a role in facilitating the monitoring of all activities, both ongoing and planned. This Bapperida Renstra is part of a structured and integrated development planning system, so that each stage and mechanism takes into account the relationship between objectives, strategic targets, policy directions, programs, activities, and compliance

with planning documents at higher levels. The Bapperida Renstra is prepared based on the RPJMD and is indicative.

From a production perspective, agricultural sector growth depends on various inputs, such as fertilizers, pesticides, seeds, and agricultural machinery, which are produced and distributed by the non-agricultural sector. Furthermore, agricultural progress also stimulates downstream activities by providing raw materials for processing and marketing (Abdurrozzaq Hasibuan et al., 2022). This condition is one of the Bapperida's concerns in the strategy of controlling land conversion, by providing convenience to land-owning farmers, so that they tend to maintain their agricultural land for longer.

The results of an interview with the Regional Development Planning, Research, and Innovation Agency on Monday, January 26, 2026, showed that:

"One of Bapperida's roles is to provide various incentives to landowners, such as fertilizer, farming equipment, deep wells for agricultural water, seeds, pesticides, and other facilities. It is hoped that these incentives will encourage farmers to maintain their farmland longer, as this support will allow them to incur lower costs while producing better-quality rice." (Interview with the Regional Development Planning, Research, and Innovation Agency of Sragen Regency, January 26, 2026)

Bapperida's steps in providing various incentives to farmers reflect the regional government's seriousness in maintaining the sustainability of the agricultural sector. This support is expected to motivate farmers to maintain their land, increase the effectiveness of agricultural activities, and produce higher quality products, thereby contributing to economic growth and food security in Sragen Regency. This is a form of direct implementation of the authority to control the conversion of agricultural land as referred to in Article 26 paragraph (1) letter f of Law Number 26 of 2007.

4. The Role of the Department of Public Housing, Residential Areas, Land Affairs, and Spatial Planning

Institutionally, the Sragen Regency Public Housing, Settlement Areas, Land Affairs, and Spatial Planning Agency is a regional agency that plays a direct role in implementing spatial utilization control. This agency exercises the regional government's authority in assessing the compliance of development plans with the Regional Spatial Plan (RTRW) and providing technical recommendations for spatial planning as part of the licensing process.

The land conversion licensing process in Sragen Regency is currently conducted using the Online Submission System (OSS). In this system, activities are first classified based on their risk level and whether they are business or non-business activities. For non-business activities, registration is done through the district application available at the Public Service Mall (MPP). Low-scale business activities use the local SIPIONIR application, while medium- to medium-high-scale business activities are processed entirely through the OSS. Under this mechanism, the Department of Housing, Settlement Areas, and Spatial Planning (Disperkimtaru) plays a role in assessing spatial planning compliance, while final permit issuance is carried out through the OSS or SIPIONIR with verification by the DPMPTSP.

The conversion of agricultural land to be used for housing is assessed through the Spatial Planning Forum (FPR). The legal basis used is the Regional Spatial Plan (RTRW) and the Detailed Spatial Plan (RDTR). For locations outside the RDTR area, the assessment refers to the Regency RTRW, while locations within the RDTR have been integrated into the Disperkimtaru system which is connected to ATR/BPN and OSS. Applicants simply input the location coordinates along with the administrative requirements, then the system will automatically issue a basic spatial planning suitability permit. In Sragen Regency, the

available RDTRs include the Sragen Urban Area, Sambungmacan-Gondang Industrial City, Plupuh Urban Area, the Agropolitan Area of Sumberlawang District, Miri District and its surroundings, and the Sangiran National Strategic Tourism Area (KSPN). These planning documents can be accessed through JDIH and SIPETARU.

In the context of supervision, the Department of Public Works and Housing (Disperkimtaru) has the authority to oversee spatial planning compliance, including through monitoring and evaluation (monev) activities on issued recommendations. Oversight of issued permits falls under the administrative authority of the DPMPTSP. Monev is conducted in stages by region and year, given the vastness of Sragen Regency, with a focus on recommendations issued in the previous year.

Regarding restrictions on land conversion, there are zones that are prohibited from being converted, namely sustainable food crop land included in the KP2B and LP2B. On spatial planning maps, these zones are generally marked in green, while permits can only be issued in yellow zones. Development carried out without permits, even if in accordance with spatial planning designations, is still categorized as a violation. Violations are handled in stages, starting with guidance and ending with the issuance of warning letters, especially for high-priority violations.

The agency's role is a concrete implementation of Article 35 of Law Number 26 of 2007, specifically regarding licensing and controlling spatial use. Through spatial planning suitability assessments, the agency ensures that housing development can only occur in areas designated as residential areas in the RTRW.

An interview with the Sragen Regency Public Housing, Settlement Areas, Land, and Spatial Planning Agency on Thursday, January 15, 2026, revealed that compliance with the RTRW (Regional Spatial Plan) is a primary requirement for housing development. The informant stated:

> *" Housing development in principle must be adjusted to the established spatial planning, so that not all agricultural land can be used for housing, even though the need for housing in the community is quite high."* (Interview with the Department of Public Housing, Residential Areas, Land Affairs, and Spatial Planning of Sragen Regency, January 15, 2026)

This statement demonstrates that regional government agencies have carried out their control functions as mandated by law. However, it also indicates the pressure of housing demand, which could potentially drive the conversion of agricultural land..

5. The Role of the Department of Agriculture in Protecting Agricultural Land

Controlling agricultural land conversion is also inextricably linked to the role of the Sragen Regency Agriculture Service. This agency is responsible for managing and protecting productive agricultural land, particularly as it relates to regional food security. Under Law No. 41 of 2009, the Agriculture Service plays a role in identifying and protecting sustainable agricultural land to prevent indiscriminate conversion.

The Agriculture Service's role is substantive, providing baseline data and technical considerations regarding the strategic value of agricultural land. This data serves as a crucial reference for other regional agencies in the spatial use control process. Without coordination with the Agriculture Service, controlling agricultural land conversion could potentially lose substantial protection for food security.

Although the authority and mechanisms for controlling agricultural land conversion are clearly stipulated in laws and regulations, field practice demonstrates significant challenges. Housing development data for Sragen Regency for the 2020–2025 period indicates the construction of approximately 1,000 housing units per year, with a new demand fulfillment rate of approximately 87% and a backlog of approximately 28,000 housing units.

The pressing need for housing creates a legal and policy dilemma for local governments. On the one hand, local governments have a constitutional obligation to meet the community's basic needs, including housing. On the other hand, local governments are also legally bound by obligations to protect agricultural land and enforce spatial planning regulations. This dilemma demonstrates that controlling agricultural land conversion is not simply a matter of legal compliance but also a complex public policy issue.

6. The Role of the Sragen Regency Land Office

The Sragen Regency Land Office plays a crucial role in land management and spatial utilization control, particularly in supporting the implementation of spatial planning policies and preventing inappropriate land conversion. This role encompasses planning, land administration services, land use monitoring, and providing technical land recommendations to local governments for all development activities, including housing development. In carrying out its functions, the Land Office serves not only as an administrative institution but also as a technical institution providing land data to support policy formulation.

The most prominent development currently is technological progress, which has a positive impact in encouraging national development more evenly throughout Indonesia (Damayanti et al., 2025). In line with technological developments, the land office has developed digital innovations such as the Land Valuation Information System (SIPENTA) and the Thematic Survey and Mapping Information System (SIPETIK). SIPENTA is a GIS-based system used for the integrated preparation and updating of Land Value Zone (ZNT) Maps, serving as a mapping quality control tool and a provider of accurate, real-time land value data to support transparent and accountable land valuation policies.

Meanwhile, SIPETIK is an Android-based application that supports land and spatial planning surveys and thematic mapping activities through real-time field data collection. This data is integrated into the ATR/BPN geospatial portal and used for spatial planning, land acquisition, and the prevention and resolution of agrarian conflicts (Mulyadina et al., 2025).

Housing development in Sragen Regency has, in principle, been aligned with the applicable Regional Spatial Plan (RTRW) and Detailed Spatial Plan (RDTR). This is demonstrated through the Land Technical Consideration submission process, where each proposed housing development is first examined for compliance with the local spatial plan before being approved.

An interview with a staff member on Wednesday, October 29, 2025, revealed that oversight of RTRW implementation is conducted through several mechanisms. The informant stated:

"Oversight of the implementation of the RTRW (Regional Spatial Plan) to ensure housing development remains in accordance with zoning is carried out through several mechanisms. First, through the application of the Spatial Utilization Activity Conformity (KKPR) as an initial licensing instrument for spatial use. Second, oversight is also supported by the existence of zoning regulations that detail the types of activities permitted and prohibited in each zone." (Interview with the Sragen Regency Land Office, October 29, 2025)

Furthermore, the land office plays an active role in providing recommendations and input to local governments, particularly in preventing and controlling agricultural land conversion. This role is realized through recommendations, technical considerations, and recommendations for land use that remain in accordance with its intended use and support sustainable land use management.

7. The Role of Community Leaders

Spatial planning must take into account community needs, regional potential, and environmental carrying capacity. Furthermore, the planning process must involve various stakeholders to ensure that emerging aspirations and ideas are widely accepted by the community and then incorporated into village spatial planning regulations. (Niravita et al., 2021).

The development of housing and residential areas is carried out by the Central and Regional Governments, involving community participation. This community involvement is realized through the provision of input in*:*

1) Preparation of housing and residential area development plans;
2) Implementation of housing and residential development;
3) Utilization of housing and residential areas;
4) Maintenance and repair of housing and residential areas; and/or
5) Control of the implementation of housing and residential areas (Santoso, 2014).

The role of local government in controlling the conversion of agricultural land due to housing growth in Sragen Regency can be analyzed using Soerjono Soekanto's theory. According to Soerjono Soekanto, a role is a dynamic aspect of a position (status), where an individual or institution is said to be fulfilling a role if they have exercised their rights and obligations in accordance with their position in the social structure. The assessment of the role of local government is not only seen from the existence of formal authority, but also manifested in concrete actions (Hidayaturrahman et al., 2020)

In role theory, Soerjono Soekanto divides roles into three main components, namely role conception, role expectations, and role implementation (Soekanto & Sulistyowati, 2015). These three components are used as an analytical framework to assess the extent to

which the Sragen Regency regional government carries out its role in controlling the conversion of agricultural land.

From a role conceptualization perspective, the Sragen Regency government has a normative understanding that controlling agricultural land conversion is part of its responsibility in implementing spatial planning and protecting agricultural land. This is reflected in the existence of policy instruments such as the RTRW (Regional Spatial Plan) and RDTR (Regional Spatial Plan) as guidelines for spatial utilization, as well as the housing development permit mechanism that requires compliance with the spatial plan. This conceptualization demonstrates that the local government institutionally understands its role as a key actor in maintaining a balance between housing development and agricultural land sustainability.

From the perspective of role expectations, demands on local governments can be seen from the normative objectives contained in spatial planning and agricultural land protection policies, namely creating a balance between meeting community housing needs and protecting sustainable agricultural land. Role expectations in this context do not only stem from social expectations but can also stem from provisions of laws and regulations and regional development planning documents that position local governments as controllers of spatial utilization. In practice, the high demand for housing, as indicated by the continued housing backlog and increasing housing development, gives rise to dual policy demands: meeting housing needs while maintaining the sustainability of agricultural land.

In terms of role implementation, local governments have implemented control functions through spatial planning, spatial utilization control, and housing development licensing mechanisms involving various relevant regional agencies. However, data on the continued high growth of housing development and the pressure on

agricultural land use indicate that the implementation of these controls has not fully achieved the control objectives as formulated in spatial planning policies. This situation indicates a gap between the normatively formulated role conception and its implementation in the field.

Based on this analysis, it can be concluded that the Sragen Regency government has carried out its role normatively through the formulation of policies and the implementation of instruments for controlling spatial use. However, the implementation of this role has not been fully optimal, as reflected in the continued strong pressure from housing development needs on the existence of agricultural land. The main obstacle lies in the tension between the demands for fulfilling housing needs and the obligation to protect agricultural land, so that the implementation of the local government's role has not been fully aligned with the objectives of controlling spatial use as expected in the framework of Soerjono Soekanto's role theory.

This situation demonstrates that the issue of controlling agricultural land conversion in Sragen Regency is not solely caused by regulatory or institutional weaknesses, but rather is influenced by the dynamics of regional development needs, which place local governments in a position of policy compromise. In this context, local governments are tested not only on their compliance with legal norms but also on their ability to balance development interests and sustainable spatial protection.

Conclusion

Based on the discussion, it can be concluded that the growth of housing development in Sragen Regency is a response to the increasing demand for housing that has not been fully met, as reflected in the still high housing backlog. Consistent housing development, both by developers and individuals, puts pressure on land availability, especially in conditions of

limited non-agricultural land, so that agricultural land with strategic locations and high economic value tends to be converted gradually and cumulatively. This condition poses a challenge for Sragen Regency as an agrarian region because it must balance meeting the community's housing needs with the sustainability of agricultural land.

In facing these conditions, the Sragen Regency government plays a role as a regulator, controller, and facilitator in controlling the conversion of agricultural land. This role is realized through the establishment of spatial planning policies in the RTRW and RDTR, the implementation of spatial utilization control through licensing mechanisms and the Suitability of Spatial Utilization Activities (KKPR), and the protection of agricultural land through coordination between regional agencies and the provision of incentives to farmers. Based on Soerjono Soekanto's role theory, the regional government has a clear conception of its role and normative role demands as stipulated in spatial planning policies. However, its implementation has not been fully optimal, as reflected in the ongoing pressure of housing development on agricultural land even though spatial utilization control instruments have been implemented. This condition indicates the existence of policy tensions that make controlling the conversion of agricultural land a complex public policy issue and demand a more integrative and sustainable development approach.

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