



## Reconstruction of Regulations for Land Compensation based on the Value of Justice in Central Java

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### ABSTRACT

*Land is a strategic asset whose use must maximize public welfare, as mandated by Article 33(3) of the 1945 Constitution. This study analyzes the legal regulation of compensation for protected rice fields affected by disasters or by relocation under local-government housing programs and seeks a justice-based framework that secures legal certainty over land rights. Using a normative legal approach, the study reviews Law No. 2/2012 on Land Acquisition for Development in the Public Interest and Presidential Regulation No. 59/2019, which establish compensation mechanisms through independent appraisal and deliberation to reach agreement. The findings indicate that, while this framework provides clear procedures, alignment with sharia principles—justice, transparency, proportionality, and the avoidance of riba (interest) and gharar (excessive uncertainty)—is essential to ensure ethical validity. Qur'an 2:188 underscores the prohibition of unjust appropriation, reinforcing that compensation must match actual losses and be free from deception. Practically, this implies strengthening participatory musyawarah, ensuring transparent valuation methods, timely payment, and remedies that cover not only land value but also livelihood impacts. The study concludes that integrating sharia ethics into the existing legal framework can enhance fairness and legitimacy of compensation for protected agricultural lands and offers guidance for policymakers in refining land-acquisition practices.*

**Keywords:** *Reconstruction, Compensation, Perkim Pemda rice fields, Justice.*

### INTRODUCTION

Indonesia, as a nation governed by law, is obligated to protect its people and regulate the use of natural resources for the common prosperity, based on Article 1 paragraph (3) of the 1945 Constitution of the Republic of Indonesia (Santoso, 2011). The Constitution also affirms in Article 33 paragraph (3) that the land, water, and natural resources are controlled by the state for the greatest prosperity of the people. In this context, land holds a strategic position as a crucial element in national development, as it is directly related to citizens' basic needs such as housing, food, and the environment (Ediwarman, 2010). However, the limited availability of static land amidst continued population growth presents challenges in its utilization (Bandani, 2011).

Indonesia is prone to natural disasters, both geological and hydrometeorological, including tidal flooding in the northern coastal areas of Java (Muta'ali, 2016). Demak Regency is one of the areas with a high level of vulnerability, particularly in the districts of Sayung, Bonang, and Karangtengah (Atmasasmita, 2012). Tidal flooding and coastal abrasion have resulted in damaged infrastructure, submerged settlements, and the loss of livelihoods (Tahir, 2010). The regional government, along with the central government, has responded to this situation through a program to relocate affected residents to safer, permanent housing areas (Irawan, 2017). However, the relocation process raises new issues when it occurs on *Lahan Sawah Dilindungi (LSD)* —

Protected Rice Fields — which should be protected for national food security (Asshididiqie & Safaat, 2010).

The conversion of protected rice fields for relocation purposes creates legal and social complexities. Regulatoryly, the conversion of *LSD* contradicts agricultural land protection policies. Furthermore, rice fields are not only an agrarian asset but also a primary source of livelihood for local communities (Sumardjono, 2014). When such land is converted, the issue of compensation becomes crucial. Law Number 2 of 2012 concerning Land Acquisition for Public Interest regulates compensation mechanisms, but in practice, there is often a disparity between the compensation value and the social, economic, and ecological value of the lost land (Nurikhah, 2021; Purwaningsih, 2022; Rizki, 2021).

Data from Demak Regency shows that from 2021 to 2024, there was an increase in the area of affected rice fields and the number of families relocated (Irianto, 2011). In 2023, the largest area affected was 35 hectares, with 130 families relocated, and compensation reached IDR 2.6 billion (Hasaziduhu, 2013; Arisaputra, 2016). This reflects the government's commitment to implementing the principle of compensation, not just compensation for losses (Siswanto, 2013). However, farmers still complain about the inadequacy of compensation and the loss of livelihoods, as relocation only provides housing without replacement land or a sustainable career change program (Saribu, 2022).

Sholecha and Subekti (2024) explain Indonesia's protected paddy land (*Lahan Sawah Dilindungi/LSD*) regime—anchored in Presidential Regulation No. 59/2019 and the national *LSD* map—and show how spatial designation is intended to curb conversion; their strength is clarifying the legal-administrative pipeline (verification, mapping, and control). Yet, the paper remains normative-descriptive and does not address what happens when *LSD* must be converted for disaster-driven relocations (e.g., tidal flooding in Demak) nor how compensation should capture livelihood and ecosystem-service losses beyond market land price. In contrast, Guild (2019) situates Law No. 2/2012 on Land Acquisition within Indonesia's development agenda and details its due-process and compensation architecture, later operationalized and refined through implementing regulations (most recently Government Regulation No. 19/2021). The analysis is valuable for explaining appraisal-based “adequate and fair compensation,” but it does not engage with the special case of protected agricultural land or prescribe multidimensional valuation (livelihood replacement, ecological functions) when acquisition intersects climate-related retreat (Suharizal, 2012).

This research aims to design a justice-oriented compensation model for protected rice fields that are converted due to disaster impacts or public housing relocation by (i) harmonizing Law 2/2012/GR 19/2021 procedures with *LSD* protection under *Perpres* 59/2019; (ii) operationalizing multi-dimensional valuation that covers market land value, livelihood replacement, and ecosystem services; and (iii) embedding participatory *musyawarah* and independent appraisal to secure legitimacy and legal. The expected benefits are practical guidance for local governments and appraisers to set fair, transparent packages (cash-plus options, replacement land, and livelihood

programs) and an evaluative framework other provinces can replicate in coastal hazard contexts, while contributing academically by bridging normative land-law analysis with actionable compensation design for climate-induced conversion of protected agricultural land.

## RESEARCH METHOD

This study employs the constructivist paradigm, which views law not merely as a set of normative rules but as a social construct understood through interactions between researchers and respondents. Accordingly, the research applies hermeneutic and dialectical methodologies that emphasize interpretation and dialogue in order to produce a more comprehensive legal construction. Such an approach enables the creation of legal understandings that are not only prescriptive but also considerate of substantive justice within the social context of the community.

To examine the research object, several approaches are utilized: the statute approach, to analyze regulations related to land acquisition and the protection of agricultural land; the conceptual approach, to explore legal theories concerning land rights and the fairness of compensation; and the sociological approach, to understand the practical implementation of compensation schemes and their impact on affected communities. By integrating these methods, this study adopts a normative-empirical perspective (socio-legal research), which evaluates law not *only* in the text but also in practice.

The specification of this research is descriptive-analytical, aiming to describe the applicable legal norms while simultaneously analyzing their effectiveness in practice. This socio-legal research method assesses the extent to which regulations on compensation for protected agricultural land are effectively implemented. In practice, the study emphasizes reconstructing social realities through researcher–informant interaction, field observation, and comprehensive literature review. Hence, the study evaluates law both normatively and contextually by considering non-legal factors that influence its application.

The data used in this study consist of primary and secondary sources. Primary data were obtained through interviews and field observations, particularly with officials and community leaders directly involved in the process of compensating protected agricultural land in Demak Regency. The list of interviewees is presented below:

**Table 1. Interview Respondents**

No	Name	Position
1	Ir. Nanang Tasunar David Narutomo, M.M.	Head of the Housing and Settlement Areas Office (Perkim) of Demak Regency
2	Bambang Bharoto, S.H., M.H.	Head of ATR/BPN of Demak Regency
3	Anwar	Head of Sayung Village
4	Sutikno, S.E	Head of Batusari Mranggen Village
5	Rusdi Hidayat, S.Sos	Head of Mangunjiwan Village

In addition to interviews, observations were conducted on land acquisition processes, while secondary data were derived from legislation, scholarly literature, journals, and official documents.

Data collection was carried out through three main techniques: guided free interviews to obtain in-depth information from informants; direct field observations to capture factual and natural data; and a library study to examine literature, legal theories, and relevant documents. Data analysis was conducted qualitatively-descriptively by integrating normative and empirical data, thus providing a comprehensive picture of the effectiveness and fairness of compensation regulations for protected agricultural land.

The originality of this study lies in its focus on reconstructing the regulation of compensation for protected agricultural land affected by disasters or relocation under regional government programs. Based on the literature review, no previous research has specifically addressed this topic. Earlier studies have indeed discussed regulatory reconstruction of land acquisition and compensation, but these were largely limited to normative aspects or national strategic projects. The novelty of this study is summarized in the following table:

**Table 2. Research Originality**

No	Researcher & Year	Title	Findings	Novelty of This Study
1	Noor Rohmat (2021)	Reconstruction of Land Acquisition Policy and Compensation for Land Ownership for Public Interest Based on Justice Values	The need for legal reconstruction in Law No. 2/2012 and Presidential Decree No. 148/2015 regarding compensation mechanisms	This study focuses on relocation due to disasters and protected agricultural land
2	Supriyadi (2021)	Reconstruction of Land Acquisition Policy and Its Compensation for National Strategic Projects	Reconstruction of several articles in Presidential Decree No. 71/2012 concerning compensation forms	This study emphasizes fairness in relocation for communities affected by tidal flooding
3	Bambang Suyudi (2024)	Reconstruction of Regulation on Compensation in Land Acquisition for Public Interest Development Based on Justice Values	The need for reconstruction of norms in Law No. 2/2012 jo Law No. 6/2023 and Government Regulation No. 19/2021 jo PP No. 39/2023	This study explores the context of disaster-affected protected agricultural land (LSD), which has not been addressed previously
4	Taufik Rohman (2023)	Reconstruction of Regulation on Deposited Compensation in Land Acquisition for Public Interest Development Based on Justice	The regulation on deposited compensation is not yet justice-oriented in PP No. 39/2023 and Law No. 6/20	

## RESULTS AND DISCUSSION

### Analysis of the Current Regulation on Profit Replacement of Protected Paddy Fields

There are inequalities in the implementation of the policy of replacement (profit replacement) of protected paddy fields affected by relocation due to disasters and the development of the

PERKIM Program in Demak District. This discrepancy reflects a mismatch between the prevailing legal norms and the reality of implementation in the field, particularly regarding aspects of social and economic justice.

### ***Field Facts***

Rice fields that have been designated as protected rice fields in the PERDA are still used for relocation and development projects. The compensation given to residents is not fair or equal to the value of the land benefits lost. The PERKIM relocation program tends to emphasize physical development targets rather than social aspects and justice for affected residents.

### ***Issues***

- a. Regulatory and implementation gaps: PERDA No. 2 Year 2011 and No. 5 Year 2011 are not implemented according to the principles of justice.
- b. Non-substantive justice: Compensation does not consider the long-term impact on farmers' livelihoods.
- c. Lack of community participation in the relocation and compensation decision-making process.

### ***Islamic Law Review***

Islamic law emphasizes the principles of justice (al-'adl), benefit, and the prohibition of unlawfully taking the rights of others. Unfair compensation is contrary to sharia principles, especially in the context of land as a source of livelihood and survival.

### ***Recommendations***

- a. Synchronization between central and regional policies is needed.
- b. Compensation schemes must be based on the true value of the land, including social and functional values.
- c. The relocation and replacement process must be carried out through deliberation and actively involve affected residents.

## **Implementation of the PERKIM PERDA Program in the Context of Unjust Relocation**

### **a. Legal Framework and Program Objectives:**

The PERKIM (Housing and Settlement Areas) Program is a law-based relocation policy (Law No. 1/2011, Law No. 2/2012, Perpres No. 62/2018, PP No. 88/2019), which aims to provide decent housing for people affected by disaster, development, or slum conditions. The program also plays a role in managing ecological impacts such as tidal flooding and abrasion, including for protected paddy fields.

### **b. Justice Issues in Implementation:**

Despite having a strong legal basis, the implementation of the relocation program is often not

equitable, mainly due to:

- a) Overlapping relocation programs with paddy field protection.
- b) Unequal compensation, especially for small farmers who lose their livelihoods.
- c) Lack of communication and community participation in the relocation process.
- d) Budget delays, cumbersome bureaucracy. Budget delays, complicated bureaucracy, and weak coordination between agencies.

**c. Specific Challenges in the Context of Protected Paddy Fields:**

- a) Absence of a specific local regulation on the mechanism of compensation for paddy fields affected by relocation/disaster.
- b) The compensation value has not considered the long-term productivity value of agricultural land.
- c) Lack of supervision on appraisal and distribution of relocation houses.

**d. Constrained Aspects of Justice:**

Distributive: Is the compensation equivalent to the loss of assets and social?

Procedural: Are residents involved in the decision-making process?

Substantive: Does relocation restore rights and a better life?

**e. Strategic Recommendations:**

- a) Formulation of a special regional regulation on justice-based compensation for affected paddy fields.
- b) Integration of relocation policies with food security protection.
- c) Determination of maqashid sharia-based compensation, especially for Demak Muslim communities.
- d) Strengthening community participation in planning and monitoring forums.
- e) Periodic evaluation based on social justice indicators and long-term impacts.

**f. Relocation and Compensation Process in Disaster Cases**

The relocation and compensation process for residents affected by disasters is carried out in accordance with laws and regulations, especially in emergency conditions. Relocation aims to move people from risky zones to safe locations and compensate them for their losses. The main legal basis includes Law No. 2/2012 on Land Acquisition and Law No. 24/2007 on Disaster Management. Stages of Relocation Process:

- a) Mapping of the Affected Area: Identification of hazard and damage zones.
- b) Relocation Planning: Preparation of new location and basic infrastructure development.
- c) Relocation Location Determination: Official location is determined through regulation.
- d) Socialization and Public Consultation: Dialogue between the government and the community.

- e) Relocation Implementation: Moving the residents to the new location.
- f) Compensation Assessment: Evaluation of losses and determination of compensation.
- g) Indemnity Assessment: Evaluation of losses and determination of compensation.
- h) Distribution of Compensation: Providing compensation in a transparent manner.
- i) Post-Relocation Recovery: Social and economic assistance.

### ***Problems in the Field***

- a) Inequality in compensation values that do not reflect long-term losses.
- b) Lack of participation and transparency in decision-making.
- c) Uncertainty about the status of replacement land, including the absence of property rights certificates.
- d) Changes in farmers' lifestyle due to loss of cultivated land. Changes in farmers' lifestyle due to the loss of cultivated land.

The inclusion of protected paddy fields in the relocation scheme potentially violates the PLP2B Law and threatens food security.

The relocation process by the PERKIM program is an important effort in reorganizing post-disaster settlements, but there is still a gap between formal policies and the justice felt by residents. Regulatory reform, improved assessment mechanisms, community involvement, and local and Islamic value-based approaches are needed to make relocation fairer and more sustainable.

### **Weaknesses in the regulation of compensation for protected paddy fields affected by disasters or relocation of the PERKIM program of the Regional Government based on the value of justice**

#### ***Weaknesses in Legal Substance***

##### **a. Presidential Regulation No. 59/2019**

Aims to control the conversion of paddy fields, but contains several weaknesses:

- a) Lack of Firm Law Enforcement: There is no strong monitoring mechanism and sanctions against land conversion violations.
- b) Lack of Clarity on Sustainable Development Incentives: Regulations do not provide concrete guidelines for integrating land protection and sustainable development.
- c) Lack of clarity on Environmental Impact Assessment: Environmental impact assessments are not comprehensive and lack technical guidance.
- d) Lack of Public Participation and Socialization: Lack of community consultation and engagement leads to dissatisfaction and potential social conflict.

##### **b. Law No. 2/2012**

- a) Regulates land acquisition for public interest, but has important weaknesses:
- b) Limitations of Fair Loss Assessment: Valuations by independent appraisers often do not reflect fair value and non-material aspects.

- c) Ineffective Deliberation Process: The process lacks transparency, participation, and does not reflect the interests of all parties.
- d) Lack of Protection of Vulnerable Groups: There is no special protection for women, children, and indigenous peoples.
- e) Lack of Support for Sustainable Development: There is no strong integration between environmental protection and land acquisition (Agung, 2012; Ahyani, 2021; Alfian, 2014; Ansari, 2020; Arsini, 2021).

### ***Legal Structure Weaknesses in Land Acquisition and Compensation***

The legal structure of land acquisition in Indonesia faces various weaknesses that affect the effectiveness, fairness, and transparency of the process. Some key points to highlight are:

- a) Regulatory Disharmony  
There are overlaps and inconsistencies between various regulations, such as Law No. 2 of 2012, Laws No. 11 of 2020 and No. 6 of 2023 on Job Creation, and Presidential Regulation No. 59 of 2019.
- b) This misalignment hinders effective policy implementation and creates confusion in the field.
- c) Lack of Clarity on Institutional Responsibilities  
Lack of clarity on inter-agency coordination leads to overlapping tasks, conflicts of interest, and difficulties in decision-making.
- d) Weak Protection for Landowners  
Landowners' rights are poorly protected, especially in the face of pressure from investors facilitated by pro-investment regulations.
- e) Lack of Responsiveness to Local Conditions  
Regulations are not flexible enough to adjust to local needs and realities, so their implementation is often not targeted.
- f) Vague Definition of "Public Interest"  
An overly broad definition opens the door for private projects to be claimed as public interest projects, making them prone to abuse.
- g) Non-transparent Compensation Process  
Land price assessments are considered unfair due to the lack of involvement of independent appraisers and transparency in the process.
- h) Long and Uncertain Disputes  
Dispute resolution mechanisms are slow, creating legal uncertainty and hampering development and harming communities.
- i) Lack of Community Participation  
Public consultations are often just a formality; community views are not truly accommodated.
- j) Potential for Abuse by the Private Sector
- k) Article 12 of Law No. 2/2012 allows cooperation with BUMN, BUMD, and the private sector, but without strict regulation it can be used for commercial interests to the detriment of the

community.

l) Lack of Independent Supervision

The lack of strict supervision mechanisms opens up space for corruption, abuse of authority, and violations of community rights

***Weaknesses of Legal Culture in Land Acquisition and Compensation***

Legal culture plays an important role in the effectiveness of regulation implementation, but in Indonesia there are still many weaknesses that cause policies to not run optimally.

a) Lack of Legal Understanding and Awareness

Communities and local governments lack understanding of the importance of protecting agricultural land. Many paddy fields are converted for short-term economic gain.

b) Weak Law Enforcement and Supervision

Local governments are inconsistent in enforcing Perpres No. 59/2019 due to economic pressure, budget constraints, and potential corruption. This is exacerbated by collusion with private developers.

c) Inconsistency between Central and Local Policies

There are often discrepancies between national policies and local policies, especially in spatial planning that refers to the Protected Paddy Field Map.

d) Bureaucratic Complexity and Low Technical Capacity

Slow bureaucracy and limited human resources cause obstacles in integrating the paddy field map into local spatial planning.

e) Low Community Participation

Public consultations in land acquisition are often just a formality. Affected communities are rarely truly involved in the decision-making process.

f) Lack of Post-Execution Evaluation and Monitoring

g) Once land conversion or acquisition occurs, there is rarely any follow-up monitoring to ensure the project is working as intended.

h) Conflict of Interest and Lack of Political Commitment

Economic interests often trump farmland protection. Local governments tend to prioritize commercial projects over food security.

i) Economic Disparities Between Regions

Regions with high economic potential are more vulnerable to conversion of paddy fields, while poor regions do not prioritize land protection.

**Review of Foreign Countries on the Regulation of Compensation for Protected Paddy Fields Based on the Value of Justice**

*Comparison between Countries*

A comparative study of the United States, the United Kingdom, and Malaysia shows that although all three do not have specific regulations related to paddy fields like Indonesia, they have

developed legal and policy frameworks that emphasize the principle of justice in the replacement of agricultural land affected by disasters or development relocation.

In the United States, the principle of Eminent Domain is the legal basis for land acquisition for public purposes, with fair compensation to landowners. Policies such as the Federal-Aid Highway Act and the Farmland Protection Policy Act provide protection to productive agricultural land, while agencies such as FEMA provide assistance for post-disaster recovery. At the state level, programs such as the California Farmland Conservancy Program support land conservation through easement mechanisms.

Meanwhile, the UK relies on the Compulsory Purchase Act 1965 and the Agricultural Holdings Act 1986 to regulate the expropriation and protection of tenants' rights. The National Planning Policy Framework (NPPF) and Environment Act 2021 reinforce the protection of agricultural land within the framework of sustainable development. In the context of disasters, the Flood and Water Management Act 2010 sets out the government's responsibilities in dealing with the impacts of flooding, with transparent compensation schemes. The UK also upholds public participation and the right of objection in the land expropriation process.

In Malaysia, the protection of agricultural land is regulated in the Kanun Tanah Negara 1965 and Land Acquisition Act 1960, which guarantees compensation at market value. Development policies such as Dasar Agromakanan Negara 2.0 and the Eleventh Malaysia Plan support the sustainability of agricultural land and prevent conversion. In the face of disasters, NADMA provides rehabilitation assistance to affected farmers. The land-taking process also involves legal challenge mechanisms and public consultation to ensure the principles of fairness and community participation certainty (Asymar, 2017; Cahyaningrum, 2019; Dahnir, 2020; Mogi, 2021).

Overall, the three countries emphasize the importance of fair compensation, protection of agricultural land, and community participation in the land expropriation process. Despite different contexts and legal systems, these practices can provide insights for Indonesia in drafting equitable regulations for the replacement of protected paddy fields due to disasters or relocation of government programs.

### **Reconstruction of the Regulatory Value of Compensation for Protected Paddy Fields Based on the Value of Justice**

The reconstruction of compensation regulations for protected paddy fields due to disasters or relocation by the Perkim Pemda program must be based on the principle of justice. Compensation should not only be in the form of land market value, but also consider the economic, social, cultural, environmental rights, and participation of affected communities.

Paddy fields have economic value as a source of livelihood, socio-cultural value in community life, and important ecological functions. Therefore, compensation should include:

- a) Economic value of the land and potential agricultural income lost,
- b) Recognition of the social and cultural value of paddy fields,
- c) Restoration of environmental and ecosystem functions,

- d) Transparent and participatory processes in decision-making,
- e) Involvement of affected communities in public consultation and determination of relocation sites.

Legal frameworks such as Law No. 2 of 2012 (revision of Law No. 11 of 2020) and Presidential Regulation No. 59 of 2019 need to be harmonized with the value of substantive justice so that farmers are not disadvantaged. This regulatory reconstruction aims to ensure that affected communities can continue to live a decent life post-disaster or relocation.

### ***Norm Reconstruction and Regulatory Weaknesses Addressed***

- a. Article 17 of Presidential Regulation No. 59/2019

Weaknesses: Unclear recommendation procedures, lack of transparency, and does not protect vulnerable groups.

Reconstruction:

- 1) Land function transfer only after ministerial recommendation.
- 2) Process is conducted in a transparent and participatory manner.
- 3) Established objection mechanism for affected communities.

- b. Article 20 of Presidential Regulation No. 59/2019 (Incentives)

Weaknesses: No clarity on sustainable incentives.

Reconstruction:

- 1) Incentives are provided in the form of financial, tax, and infrastructure assistance.
- 2) Encourage sustainable agriculture.
- 3) Transparent and informative process to the public.

- c. Law No. 2 Year 2012 Article 12 (Public Interest)

Weakness: Potential conflict of interest with private parties.

Reconstruction:

- 1) Cooperation with the private sector is conducted in an open, competitive, and accountable manner.
- 2) Separation between public and commercial interests.

- d. Article 16 of Presidential Regulation No. 59 of 2019 (Paddy Field Map)

Weaknesses: Weak supervision and law enforcement.

Reconstruction:

- 1) Rice field maps must be used as a reference for spatial planning.
- 2) The government is obliged to conduct periodic and transparent supervision, involving the community, independent institutions, and monitoring technology.

## **CONCLUSION**

Compensation for protected paddy fields must align with *sharia* justice—fairness, transparency, and freedom from *riba* and *gharar*—while operating within the positive-law framework of Law No. 2/2012 and Presidential Regulation No. 59/2019; yet persistent gaps in legal substance (weak enforcement, unclear incentives, limited public participation), legal structure (ambiguous inter-agency mandates, conflicts of interest, weaker owner protection after omnibus reforms), and legal culture (low awareness despite protected-paddy maps) require a justice-oriented regulatory reconstruction that guarantees owners' economic rights through compensation reflecting market, livelihood, and ecological values, embeds socio-environmental justice, procedural transparency, sustainable incentives, and independent oversight, and conditions any conversion on ministerial recommendation and meaningful public participation. Accordingly, we recommend strengthening implementation via calibrated valuation and open procedures, technology-enabled supervision, independent audits by law enforcement and regulators, and community empowerment in consultations and reporting channels. Theoretically, this study enriches compensation-policy scholarship by integrating social-justice and natural-resource governance perspectives; practically, it offers actionable guidance for central and local governments to design fair, transparent, and sustainable compensation for disaster- or relocation-affected rice fields.

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