



# Local Government Policy on Regulating Land Use Conversion: Demolition of Hibisc Fantasy

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## Abstract

**Background** This research examines local government policies in dealing with the demolition of the Hibisc Fantasy tourism area built on tea plantation land without permission for a change of use. The conversion of this land has caused environmental damage, including a reduction in water catchment areas that trigger flash floods from Puncak of Jakarta and Bekasi.

**Methods** Using a descriptive qualitative approach through literature study, this research analyzes the legal basis, chronology of violations, and social dynamics resulting from this policy.

**Results** Based on Government Regulation Number 16 of 2021 and 2004, the demolition was carried out to enforce the law and restore ecological functions. However, this policy sparked protests due to socio-economic impacts such as job losses and disruptions to the micro economy. The government responded with greening programs and compensation.

**Conclusions** The results of the study indicate the need for a more holistic approach so that law enforcement does not neglect the social and economic dimensions of the community.

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## Keywords

*Key words: Land Use Change; Demolition; Spatial Planning; Environment; Hibisc Fantasy*

## Introduction

Land use conversion can be defined as a shift in the utilization of an area from its original function to a new and different function. This change often has a significant impact on environmental conditions and reduces the natural potential of the land. To avoid inappropriate land use and prevent environmental damage, all land use conversion activities should follow the guidelines set out in the regional spatial plan and land use design that has been systematically developed (Fauziah et al., 2018).

In order to ensure effective and sustainable land use, the government has issued a number of policies regulating land use management. These include Government Regulation No. 16 of 2004 concerning Land Use and Law No. 26 of 2007 concerning Spatial Planning. These regulations aim to ensure that the process of changing land use remains within the legal framework and does not disrupt spatial planning or environmental balance.

However, in reality, land conversion continues to occur and is increasing every year. This trend is a serious concern given the increasing amount of productive land being converted to non-agricultural use or other purposes. If left unchecked, this situation could threaten the sustainability of living spaces and land resource management in Indonesia.

According to Casanova Noviyanti et al (2021) in a journal entitled "Analysis of the Impact of Agricultural Land Conversion on Farmer Income in Mimika Regency," land conversion by farmers to the non-agricultural sector, particularly to industry, often increases income, which has an impact on welfare, decent home ownership, and new business opportunities. Meanwhile, according to Nurpita et al (2024) in a journal titled Land conversion reduces water catchment areas, increases the risk of flooding and erosion, and reduces soil fertility. Natural ecosystems are disrupted, causing the loss of local flora and fauna habitats.

One recent case that reflects the complexity of this issue is the demolition of Hibisc Fantasy, a tourist attraction built on productive agricultural land without permission to change its designated use. The local government decided to demolish the building because it was considered to be in violation of local regulations on regional spatial planning (RTRW).

The demolition of the Hibisc Fantasy tourist area was carried out after the area was deemed to have contributed significantly to the flash floods that hit the Puncak area and downstream areas such as Jakarta and Bekasi in early March 2025. The change in land use from plantation to tourist area with permanent construction has disrupted the vital role of the land as a water catchment area. As a result, rainwater was unable to seep optimally into the ground and instead flowed rapidly downstream, increasing the risk of flooding. The presence of buildings on slopes that are part of the upstream water flow path further exacerbated the intensity and impact of the disaster.

In response to land conversion that caused flash floods in the Puncak area and downstream areas such as Jakarta and Bekasi, the government took decisive action by demolishing permanent buildings in the Hibisc Fantasy tourist area. This action demonstrates the government's commitment to enforcing spatial planning and environmental protection regulations, as well as restoring the land's function as a water catchment area. In addition, the government is also conducting a comprehensive evaluation of land use permits in disaster-prone areas to prevent similar incidents from recurring and to ensure that development proceeds in accordance with the principles of sustainability.

Based on these conditions, the author was motivated to conduct a more in-depth study of the form and implementation of policies adopted by the local government in handling the demolition of Hibisc Fantasy, as well as to identify various obstacles that arose during the enforcement process.

This study departs from the concept of land use conversion, which is understood as a change in the designation of space from its original function to another function, either legally or illegally, often triggered by economic development and urbanization pressures (Turner et al., 2007). In the context of spatial planning, land use conversion is a crucial issue because it has the potential to create an imbalance between development interests and environmental carrying capacity, especially if it is not in accordance with the established Regional Spatial Plan (RTRW) (Undang-Undang (UU) Nomor 26 Tahun 2007 Tentang Penataan Ruang, 2007).

Theoretically, land use conversion regulations are part of public policy in the field of spatial planning, which aims to ensure integration between spatial utilization, environmental protection, and the socio-economic interests of the community (Ansell & Torfing, 2021). Spatial planning policy functions not only as a technocratic instrument, but also as a mechanism for controlling power over space so as not to cause ecological damage and social inequality. From a governance perspective, this policy requires consistency between regulation, implementation, and law enforcement by local governments.

## Methods

The research approach used in this study is a descriptive qualitative method with an emphasis on literature review as the main source of data. This approach was chosen because it is relevant for understanding, interpreting, and elaborating various concepts, empirical findings, and theoretical frameworks related to the focus of the research study. Through this method, the research not only seeks to inventory available information, but also to critically interpret the dynamics and trends that are developing in various scientific sources (Cresswell & David Cresswell, 2018).

Data collection techniques were carried out through systematic searches of various credible written sources, including scientific books, national and international journal articles, laws and regulations, research reports, and other publications relevant to the research topic. The search process was conducted selectively by considering the recency of the source, the relevance of the substance, and the authority of the author or publishing institution to ensure the validity and reliability of the data used. The data obtained was then systematically reviewed and synthesized to build a comprehensive understanding, thereby producing research conclusions that were complete, structured, and based on strong scientific evidence (Miles & Huberman, 1994).

## Results and Discussion

### Land Use Conversion in the Perspective of Spatial Planning and Legality of Space Utilization

Hibisc Fantasy Puncak is a tourist attraction located in Tugu Selatan Village, Cisarua District, Bogor Regency, West Java. This place is managed by PT Jaswita Lestari Jaya, a West Java Provincial BUMD, in collaboration with PT Perkebunan Nusantara (PTPN) under an Operational Cooperation System (KSO). Hibisc Fantasy is located in the Gunung Mas tea

plantation area, which should be protected from land use changes that are not in accordance with its designation (Diva, 2025). Furthermore, the researchers attached a timeline related to the journey of the land conversion case at Hibisc Fantasy Puncak.

In December 2022, PT Jaswita and PTPN submitted an application for Spatial Utilization Conformity (KKPR) to the Bogor Regency Public Works and Spatial Planning Agency as the first step in obtaining a permit for the construction of Hibisc Fantasy (Fauzi, 2025). Then in November 2023, the Bogor Regency Environment Agency issued an Environmental Impact Assessment (Amdal) document for the Hibisc Fantasy project. Next, a Building Permit (PBG) application was submitted to the Housing, Settlement, and Land Agency (DPKPP). Then, in January 2024, a PBG permit was issued by the Bogor Regency DPMPTSP for the construction of approximately 4,138-4,800 square meters on the Gunung Mas tea plantation. However, in reality, Hibisc Fantasy built dozens of buildings with a total area of approximately 15,000 to 21,000 square meters, far exceeding the permit granted (Rizki, 2025). On March 6, 2025, the government sealed off and forcibly demolished Hibisc Fantasy due to significant violations of building permits and land use. The Governor of West Java, Dedi Mulyadi, emphasized that even though this tourist attraction is managed by a regionally-owned enterprise, violations must be subject to strict sanctions. This sealing is also an effort to preserve the environment in the Puncak area, which is prone to flooding and erosion (Diva & Kinapti, 2025).

Conceptually, the Hibisc Fantasy Puncak case demonstrates land use practices that are not in line with the principles of land use and spatial planning. Fauziah et al (2018) assert that land use that is not based on spatial planning has the potential to cause conflicts over land use and environmental degradation. The findings in this study reinforce this argument, where the development of tourist areas has far exceeded the permits granted, both in terms of area and building intensity. These results are in line with the findings of Turner et al (2007) who state that economic pressures and development interests often drive illegal or semi-legal changes in land use, especially in strategic and high-value economic areas. Thus, the chronology of Hibisc Fantasy not only represents an administrative violation but also reflects weak initial control in the spatial utilization licensing process.

### The Impact of Land Use Change on Environmental Carrying Capacity

Land conversion in the Puncak Bogor area, especially in water catchment areas, is one of the main factors causing severe environmental damage. This conversion occurs when land that should be used for conservation, agriculture, or green areas is converted into commercial buildings such as villas, restaurants, and tourist attractions. These activities are generally not in accordance with spatial plans and are often carried out without clear permits. This has led to a reduction in the amount of land that naturally absorbs rainwater and maintains soil stability in sloping and highland areas (Ramadhan, 2021).

The main impact of this land conversion is a decline in environmental quality. Reduced vegetation cover makes the soil more susceptible to erosion and landslides, especially during the rainy season. In addition, areas that should be water absorption sites have now lost their function, resulting in increased surface water discharge that increases the risk of flooding. The clean water crisis is also becoming more acute because rainwater is no longer stored in the soil but flows directly downstream. This has a major impact on the sustainability of ecosystems and communities living in the surrounding areas (Ahmad Muhamad Ahdi &

Fauzi, 2023). Not only does it impact the environment, but land conversion also causes economic and social losses. Local residents who depend on agriculture and the environmental sector for their livelihoods are directly affected as land productivity declines. In fact, the tourism sector, which was previously expected to be a source of regional income, also experiences a contradiction: when the area becomes damaged, tourist interest declines, causing a decline in Regional Original Income (PAD). This condition emphasizes the importance of stricter control of land conversion and sustainable spatial planning so that the balance between the environment and development is maintained.

The findings of this study confirm that land conversion in the upstream area of the Puncak watershed directly reduces environmental carrying capacity, particularly the area's function as a water catchment area. This is in line with Nurpita et al (2024) who found that land conversion in ecologically strategic areas causes increased surface runoff, flood risk, and soil degradation.

Furthermore, Ahmad Muhamad Ahdi & Fauzi (2023) emphasize that the loss of vegetation cover on slopes accelerates erosion and disrupts the balance of the watershed ecosystem. This condition is also reflected in the case of Hibisc Fantasy, where permanent development in tea plantation areas hinders water infiltration and amplifies the impact of hydrometeorological disasters to downstream areas such as Jakarta and Bekasi. Thus, the results of this study reinforce previous literature that uncontrolled land use change in water catchment areas has cross-regional and cross-sectoral impacts, not only on the local environment but also on regional ecological systems.

### Enforcement of Spatial Planning Policies and Legitimacy of Demolition

Facts on the ground show that the Hibisc Fantasy Puncak area has constructed dozens of buildings that do not comply with the previously established land use permit. This indicates a violation of the applicable provisions regarding spatial planning and land use in the area. In this regard, Article 7 paragraph (2) of Government Regulation of the Republic of Indonesia Number 16 of 2004 concerning Land Use states that the determination of the conformity between land use and the Regional Spatial Plan (RTRW) explains that:

*"The suitability of land use and utilization in accordance with the Regional Spatial Plan as referred to in paragraph (1) shall be determined based on the guidelines, standards, and technical criteria established by the Government."*

Thus, every development activity or change in land use must be evaluated based on technical parameters established by the government. These guidelines are the main reference in assessing whether land use in an area is in accordance with the approved spatial plan. Without referring to these standards, land use has the potential to conflict with the spatial planning policies applicable in the relevant area.

In addition, based on Article 1 and Article 162 paragraph 24 of Government Regulation Number 16 of 2021, it is stated that demolition is the activity of dismantling or demolishing all or part of a building, components, building materials, and/or infrastructure and facilities. The same regulation mentions several conditions that form the legal basis for demolishing State Buildings (BGN). According to Wardhana (2021), building can be demolished if:

1. does not meet functional requirements and cannot be repaired;

2. poses a risk to the surrounding environment;
3. can no longer be used or transferred;
4. the cost of repair is greater than the cost of demolition and reconstruction;
5. there is a change in the needs of the users or the party responsible for the asset; and/or
6. there is a change in government policy that impacts spatial planning revisions.

The provisions stipulated in Article 162 of Government Regulation No. 16 of 2021 form the legal basis for the demolition of the Hibisc Fantasy area. The local government uses this regulation as justification for taking decisive action to enforce spatial planning. The demolition aims to restore the area's original function as a water catchment area, which had previously been disrupted by the massive construction of the tourist attraction. This effort is also intended to improve environmental conditions that are under ecological pressure, including increased risk of flooding, reduced soil absorption, and damage to natural vegetation in the area (Abimayu et al., 2024).

However, on the other hand, various social dynamics arose within the community during the demolition process. Although some residents agreed with the government's policy on the demolition, others felt aggrieved and protested against the demolition of the amusement park. Those who felt that their livelihoods depended heavily on Hibisc Fantasy were anxious about their fate after the demolition of the amusement park. The residents' rejection not only reflects their disapproval of the demolition, but also illustrates their anxiety over the loss of their main source of income. For many local residents, this tourist area is not just a place of entertainment, but also a driver of the micro-economy in the surrounding area, such as food stalls, parking services, street vendors, and lodging businesses (Afrizal & Rahayu, 2024).

From a public policy perspective, the demolition of Hibisc Fantasy can be understood as a form of spatial policy enforcement to restore spatial functions and protect the public interest. Ansell & Torfing (2021) state that effective public policy depends not only on formal regulations, but also on consistent implementation and the government's courage in enforcing rules, including against actors with economic and political interests. The results of this study show that the local government used Government Regulation No. 16 of 2021 as the basis for legal legitimacy to carry out the demolition. This finding is in line with Wardhana (2021) who asserts that the demolition of buildings is a legitimate policy instrument if the buildings pose environmental risks and conflict with applicable spatial planning policies. However, this case also indicates that spatial law enforcement is reactive, i.e., it is carried out after environmental and social impacts have occurred. This reinforces the findings of Abimayu et al. (2024) that weak initial supervision often causes the government to take extreme measures at the final stage, such as forced demolition.

### **The Social and Economic Impact of Demolition Policies**

The socio-economic impact of this demolition is very real, one of which is the mass termination of employment for employees who previously worked in the area. With the demolition of the entertainment venue, many of them suddenly lost their jobs and are at risk of becoming unemployed. This has caused significant economic pressure on families who have been relying on the local tourism sector for their livelihood (Ratih, 2025). In response to these conditions, the central and regional governments began to take mitigation measures,

particularly in the form of assistance and support for workers who lost their livelihoods. The Ministry of Tourism and Creative Economy, for example, has allocated a special budget for tourism recovery programs. Solutions Offered by the Government. In order to restore the function of the land as a water catchment area to reduce the occurrence of flooding both upstream and downstream, the government plans to reforest the affected area by planting 5,000 trees. In addition, as a form of government responsibility, compensation will also be provided to construction workers whose jobs have been lost (Fathul, 2025).

From a socio-economic perspective, the results of this study show that the demolition of the Hibisc Fantasy tourist area has a significant impact on the local community, especially workers and micro-businesses. These findings are consistent with the research by Afrizal and Rahayu (2024), which states that the existence of tourist attractions has a multiplier effect on the local economy, so that their closure or demolition has the potential to trigger economic shocks in the surrounding community. Casanova Noviyanti et al (2021) also found that land use change often improves economic welfare in the short term but carries social and environmental risks in the long term. This pattern is evident in the case of Hibisc Fantasy, where the economic benefits of the tourism sector are not balanced with environmental sustainability and legal certainty. Thus, this study confirms that spatial planning policies that only emphasize legality without social mitigation strategies have the potential to cause resistance and conflict at the local level.

## Conclusion

The Hibisc Fantasy Puncak case reflects serious issues related to land use change and spatial planning violations in the Puncak conservation area, Bogor. The construction of this tourist attraction was carried out by a regionally-owned enterprise in collaboration with PTPN, but the actual construction far exceeded the permit granted. As a result, the government sealed and demolished the site due to significant violations of permits and environmental impacts. The conversion of water catchment areas into commercial areas has caused environmental damage, such as an increased risk of flooding and landslides, and a reduction in groundwater availability. This has also had a social and economic impact on the community, especially for residents who depend on the local tourism and agriculture sectors for their livelihoods.

Legally, the demolition was based on Government Regulation No. 16 of 2021 concerning spatial planning and building regulations, which stipulates that violations must be dealt with firmly in order to maintain environmental balance. However, this policy has sparked controversy as some residents feel they have lost their livelihood. As a solution to the Hibisc Fantasy Puncak case, the government needs to tighten supervision and law enforcement against spatial planning violations, especially in conservation areas. Development that does not comply with permits must be dealt with firmly without exception. On the other hand, environmental restoration through reforestation and water absorption restoration programs is very important to prevent ecological disasters. The government must also provide economic assistance and job training for communities affected by demolition, so that they can continue to earn a living. In addition, environmental education and reform of the licensing system must be promoted in order to create sustainable spatial planning.

The limitations of this study lie in the use of a qualitative approach based on literature review, so that the analysis is not supported by empirical field data such as in-depth interviews with stakeholders, affected communities, or local government officials directly involved in the

demolition process. Furthermore, this study has not quantitatively measured the environmental and economic impacts of post-demolition, so the findings are more descriptive and analytical in nature. Therefore, future research is recommended to use a mixed methods approach combining qualitative and quantitative data, including ecological impact measurements, local economic analysis, and community participatory studies. Further research is also important to compare similar cases in other regions in order to gain a more comprehensive understanding of the effectiveness of spatial planning enforcement policies and their implications for environmental sustainability and social justice.

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