

# The Impact of Converting Fertile Land into Industrial Areas on Legal Justice for Local Communities in Brebes Regency

*Dianita Nurul Islami* 

Universitas Negeri Semarang, Semarang, Indonesia  
[dianitanurulislami@students.unnes.ac.id](mailto:dianitanurulislami@students.unnes.ac.id)

*Rini Fidiyani* 

Universitas Negeri Semarang, Semarang, Indonesia  
[rinif@mail.unnes.ac.id](mailto:rinif@mail.unnes.ac.id)

## Abstract

The conversion of fertile land into industrial areas in Brebes Regency takes place through formal mechanisms stipulated in various land regulations. However, its implementation demonstrates an imbalance between the interests of economic development and the protection of community rights. This study aims to analyze the process of converting agricultural land into industrial areas and assess its legal implications for the justice of local communities. Using a qualitative approach with empirical juridical research, data were obtained through field observations, in-depth interviews with Land Office officials and affected communities, and a review of relevant documents and regulations. The results indicate that although administrative procedures such as the issuance of KKPR/PKKPR, land acquisition, and technical verification have been implemented, the protection of productive land and the guarantee of farmers' rights have not been substantively fulfilled. Land conversion results in loss of livelihoods, decreased prod activity, social vulnerability, and legal uncertainty for the people of Brebes. These findings indicate that the principles of justice, sustainability, and people's prosperity as mandated by the UUPA and Article 33 paragraph (3) of the 1945 Constitution have not been fully realized in practice. Therefore, strengthening regulations and oversight mechanisms is necessary to ensure that industrial area development aligns



with the protection of agrarian rights and legal justice for local communities.

### **KEYWORDS**

Land conversion, fertile land, legal justice, industrial areas.

## **Introduction**

The agricultural sector is the primary driver of the national economy in Indonesia, an agrarian nation. The majority of Indonesia's population works in the agricultural sector as landowners, sharecroppers, or farm laborers. Land is crucial; nearly every aspect of physical development, such as mining, transportation, housing, forestry, agriculture, and industry, requires land. Therefore, national economic resilience and public welfare depend heavily on the preservation of fertile soil<sup>1</sup>.

The idea that land or land is seen as a strategic commodity has emerged in the context of economics. Land has complex qualities, because: (1) its availability is constant; (2) there are no provision costs; (3) land is irreplaceable; (4) land cannot be moved; and (5) land is permanent. Because of the quality of these factors, competition will always arise in the use of land for various purposes<sup>2</sup>.

The conversion of fertile land is not a new development. Land has long been needed for road, housing, and industrial development due to infrastructure needs and economic growth. Generally, there are two reasons why land conversion can occur: (1) individual landowners decide to sell or change the use of their property, and (2) private investment or government regulations change the way areas are designated in spatial planning. These include rising land prices, low agricultural incomes, shrinking land area,

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<sup>1</sup> Hafizd Alkhairi and Herawan Sauni, "Perlindungan Hukum Petani Pemilik Tanah Terhadap Investor Dan Negara," *Jurnal Kajian Hukum Dan Kebijakan Publik* | E-ISSN: 3031-8882 2, no. 2 (2025): 1075–80, <https://doi.org/10.62379/1sbyv362>.

<sup>2</sup> Andi Sitti Halimah, *MONOGRAF: MAKNA KONVERSI LAHAN BAGI PETANI DAN PEMANGKU KEPENTINGAN LAINNYA* (Penerbit P4I, 2024).

declining land productivity, and regional development strategies that encourage investment.

Law Number 5 of 1960 concerning Basic Agrarian Regulations, the value of land has changed from an economic perspective, namely land used as an object of transaction, whether desired as a residence or as tourist accommodation such as recreation areas, villas, and hotels. This shifts the role of land from a social asset to a capital asset. In addition, land is used to build facilities such as supermarkets and other services, thus representing the progress of society. In this condition, land has transformed into an economic commodity valued for development in residential, industrial, and tourism areas<sup>3</sup>.

Fertile land has been converted into non-agricultural areas, particularly industrial zones, as a result of population growth, urbanization, and industrialization. Brebes Regency, a region in Central Java Province known for its rich and productive agricultural land, is also experiencing this. To encourage investment and accelerate regional economic growth, the local government has designated the development of the Brebes Industrial Estate (KIB) as a national strategic project<sup>4</sup>.

Significant social and economic changes in Brebes Regency have occurred due to the conversion of fertile land into industrial areas. Due to the loss of land as a source of production, the majority of the population working in the agricultural sector has also experienced changes in the socioeconomic structure of farmers and agrarian communities, including reduced access to agricultural land, disrupted irrigation channels, decreased land productivity, and continued unemployment due to a lack of non-agricultural skills. Meanwhile, the promise of employment opportunities

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<sup>3</sup> Ni Luh et al., "Kertha Widya" 8, no. 1 (2020): 1–20.

<sup>4</sup> Mishbahul Anam, "Kawasan Industri Brebes Masuki Babak Baru, DPRD Jawa Tengah Bahas Penyesuaian RTRW Lahan," 2023, <https://terkenal.co.id/read/22276/kawasan-industri-brebes-masuki-babak-baru-dprd-jawa-tengah-bahas-penyesuaian-rtrw-lahan/>.

from the industrial sector has not been fulfilled<sup>5</sup>.

Economic expansion and regional development are heavily influenced by the industrial sector. According to the Central Statistics Agency (BPS), the economy of Brebes Regency is projected to grow by 5.02% in 2024 and 6.28% in the second quarter of 2025. According to BPS, the tertiary sector continues to be the driving force of Brebes Regency's economy, contributing 40% of its GRDP. The Regency Government's intensive infrastructure development in the first half of this year is believed to have helped sustain economic activity, particularly in the conventional market, transportation, and trade sectors. This indirectly fuels the growing need for physical growth and space for industrial activities<sup>6</sup>.

The process of land conversion must be based on the principles of **justice**, benefit, and legal certainty. This is consistent with Article 33 paragraph (3) of the 1945 Constitution, which declares that the state is in charge of the land, water, and all other natural resources found therein and that they must be used to maximize the welfare of the populace. Additionally, Law Number 5 of 1960 respecting Basic Agrarian Regulations (UUPA) gives the government the authority to regulate the distribution and use of land in order to guarantee the equitable prosperity of the populace. Furthermore, Law Number 26 of 2007 concerning Spatial Planning and Law Number 41 of 2009 concerning the Protection of Sustainable Food Agricultural Land (PLP2B) stress that community rights and environmental sustainability are taken into consideration when altering the use of agricultural land<sup>7</sup>.

However, considering the continuous need for land to support

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<sup>5</sup> Makroni, "Dampak Lahan Agraris Jadi Industri, Warga Lokal Bangsri Sampaikan Tuntutan," *Metro7*, 2023, <https://metro7.co.id/nasional/dampak-lahan-agraris-jadi-industri-warga-lokal-bangsri-sampaikan-tuntutan/2023/>.

<sup>6</sup> Badan Pusat Statistik, "Perekonomian Kabupaten Brebes Tahun 2024 Tumbuh Postif," 2025, <https://brebeskab.bps.go.id/id/news/2025/05/19/762/perekonomian-kabupaten-brebes-tahun-2024-tumbuh-postif-.html>.

<sup>7</sup> Asmirawaty Asmirawaty, Zulkifli Makkawaru, and Kamsilaniah Kamsilaniah, "Analisis Hukum Alih Fungsi Tanah Pertanian Di Kabupaten Pangkajene Dan Kepulauan," *Indonesian Journal of Legality of Law* 4, no. 2 (2022): 236–44, <https://doi.org/10.35965/ijlf.v4i2.1476>.

development, this shows that fertile land is not fully preserved. In fact, a large amount of productive land is utilized for strategic highways and industrial growth. To ensure that the development of industrial areas runs fairly and sustainably, the law must be used not only to regulate development but also to achieve legal **justice** for local residents. Thus, the following issues will be examined in this study: (1) How is the process of converting fertile land into industrial areas in Brebes Regency? (2) What are the legal consequences of converting fertile land into industrial areas for the legal justice of local communities in Brebes Regency?

## Methods

This article uses a qualitative approach with an empirical legal research type to comprehensively understand the process of changing the use of fertile agricultural land into industrial areas and the impacts it has on the legal justice of local communities in Brebes Regency. The qualitative approach, as explained by Lexy J. Moleong, is used to explore the meaning, experiences, and socio-legal dynamics that arise in the interaction between government policies, land conversion processes, and the responses of affected communities<sup>8</sup>. Meanwhile, empirical legal research according to Ronny Hanitijo Soemitro places law as a real behavior in society, so the focus of the study is not only on the norms and regulations governing land, but also on how these norms are implemented and experienced by the community<sup>9</sup>.

This research was conducted in Brebes Regency, an area directly impacted by the conversion of fertile land into industrial areas. Data collection techniques included field observations to directly observe physical changes and land use patterns, as well as in-depth interviews with

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<sup>8</sup> Lexy J. Moleong, *Motodologi Penelitian Kualitatif* (Bandung : Remaja Rosdakarya., 2016, 2016).

<sup>9</sup> Ronny Hanitijo Soemitro, *Metodologi Penelitian Hukum Dan Jurimetri*, Edisi Empa (Jakarta: Ghalia Indonesia, 1990).

the Land Office, the Water Resources Management and Spatial Planning Agency, the Agriculture and Food Security Agency, and affected communities.

The analysis in this study is based on theories in agrarian law, the principle of substantive justice, the concept of land rights protection, and the theory of legal certainty as a normative basis for assessing the extent to which the land conversion process meets the elements of regulatory clarity, procedural certainty, and protection of community rights. The limitations of this study primarily lie in the limited scope of the area and access to community data, which in some cases is incompletely documented.

## **Result and Discussion**

### **1. The Process of Converting Fertile Land into Industrial Areas in Brebes Regency**

For the well-being of the community, land must be utilized optimally. Due to land scarcity, development projects often neglect land use practices that prevent the land from providing maximum benefits to the community<sup>10</sup>. According to Law Number 3 of 2014 concerning Industry, an industrial area is defined as a location with industrial activity, supported by infrastructure and facilities built and managed by an industrial area business entity. Furthermore, as defined by regional zoning, an industrial area is an area built on land set aside for economic activities that process industrial resources or raw materials to produce high-value goods and services.

According to the National Medium-Term Development Plan (RPJM), land has a social purpose, and its use should improve the well-being of the population. In order to coordinate various land uses while maintaining the

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<sup>10</sup> H Mustofa, M Si SH, and S H Suratman, *Penggunaan Hak Atas Tanah Untuk Industri* (Bumi Aksara, 2022).

sustainability of preserving natural ecosystems, avoiding land uses that are detrimental to community development, national spatial planning and land use planning must continue to be developed<sup>11</sup>.

The government is implementing a sustainable development policy with management controls in land use and spatial planning. This policy is implemented to ensure that spatial planning is consistently followed by all parties. The spatial planning program aims to improve the spatial planning system, strengthen management, increase the use of protected areas, improve control over the use of technical irrigation land functions, and make better use of available space<sup>12</sup>.

Based on Decree Number IX of 2001 concerning Agrarian Reform and Natural Resource Management was issued by the People's Consultative Assembly (MPR) in 2001 in accordance with agrarian policy. According to Article 2, agrarian reform includes ongoing procedures related to the restructuring of ownership, control, use, and utilization of agrarian resources implemented through certain procedures to guarantee legal protection, certainty, and realize **justice** and prosperity for all Indonesian people<sup>13</sup>.

The process of converting land from agricultural land to non-agricultural land is regulated by a number of regulations. The basis for these regulations is set out in<sup>14</sup>:

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<sup>11</sup> A M Yunus Wahid and M Si SH, *Pengantar HUKUM Tata Ruang* (Prenada Media, 2016).

<sup>12</sup> Fatia Kultsum, "Implementasi Asas Berkelanjutan Dalam Penyusunan Rencana Tata Ruang Wilayah Provinsi Dan Kabupaten/Kota Di Indonesia," *LITRA: Jurnal Hukum Lingkungan, Tata Ruang, Dan Agraria* 3, no. 1 (2023): 1–17, <https://doi.org/10.23920/litra.v3i1.1314>.

<sup>13</sup> Ahmad Fauzi, "Reformasi Agraria Dalam Kerangka Otonomi Daerah," *Jurnal Bina Mulia Hukum* 6, no. 2 (2022): 218–33, <https://jurnal.fh.unpad.ac.id/index.php/jbmh/article/view/678>.

<sup>14</sup> Ayu Prisca Gulo, "Hukum Politik Agraria Dalam Azas Hukum Agraria Di Indonesia," *COURT REVIEW: Jurnal Penelitian Hukum (e-ISSN: 2776-1916)* 3, no. 04 (2023): 12–16, <https://doi.org/10.69957/cr.v3i04.835>.

1. In accordance with Article 33 paragraph (3) of the 1945 Constitution, as stated "Earth, water and outer space, including the natural wealth contained therein, are at a high level controlled by the state as the ruling organization of all the people".
2. Article 2 of Law Number 5 of 1960 concerning Basic Agrarian Regulations, paragraph (1), includes the state's right to control. This provision provides the authority to:
  - a. Control and implement decisions about the distribution, utilization, accessibility, and upkeep of land, water, and space;
  - b. Create and manage legal connections between people and land, water, and space;
  - c. Establish and control legal ties between people and legal actions pertaining to space, water, and the earth.

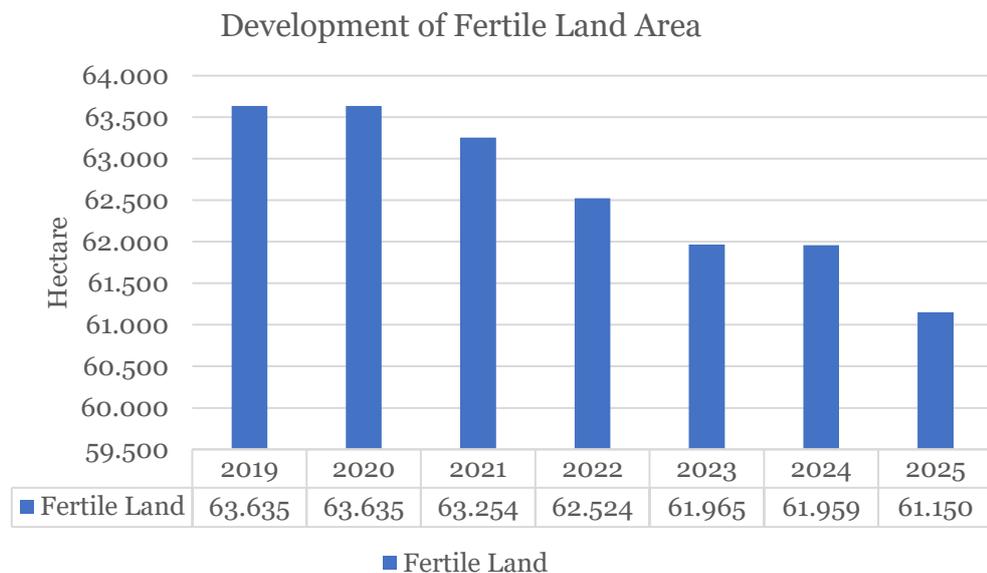
Every holder of agricultural land is obliged to actively cultivate it. Articles 14 and 15 of the Basic Agrarian Regulations provide further details on how the provisions of Article 2 should be implemented. According to Article 14, to develop agricultural, livestock, and fisheries production and related matters, the Indonesian government must develop a general plan for the provision, allocation, and use of land, water, and space, as well as the natural resources contained therein. However, according to Article 15, it is the responsibility of every individual, organization, or legal entity that has a legal relationship with the land to manage it, including increasing fertility. In other words, converting agricultural land to non-agricultural use violates the principles of land management, including damaging natural resources<sup>15</sup>.

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<sup>15</sup> I Gede Putu Putra Wibawa and I Gusti Ngurah Parikesit Widiatedja, "Hilangnya Lahan Sawah Dilindungi (LSD) Akibat Alih Fungsi Lahan Di Atas Tanah Hak Milik," *Acta Comitas: Jurnal Hukum Kenotariatan* 10, no. 02 (2025): 366–85, <https://doi.org/10.24843/AC.2025.v10.i02.p10>.

The agricultural industry, particularly rice and shallots, is a major economic pillar in Brebes Regency, known as an agricultural region. This area was chosen as the research location due to its strategic location and its role as an industrial zone in efforts to reduce the relatively high poverty rate<sup>16</sup>. However, in recent years, agricultural land has continued to decline due to land conversion into residential and industrial areas. This change indicates increasing pressure on the sustainability of agricultural land, particularly due to the increasing need for non-agricultural space, while Brebes Regency only covers approximately 175,904 hectares. This change is evident in the data on agricultural land development over the past few years, presented in the following section:

#### GRAPHIC OF DEVELOPMENT OF FERTILE LAND AREA IN BREBES REGENCY



**Figure 1. Data on the Development of Fertile Land Area**

Source: Department of Agriculture and Food Security of Brebes Regency

<sup>16</sup> Khusnul Khatimah and Siti Mudmainnah, "Kontribusi Sektor Pertanian Terhadap Perekonomian Kabupaten Brebes," *Jurnal Inovasi Penelitian* 2, no. 10 (2022): 3287–96, <https://doi.org/10.47492/jip.v2i10.1170>.

The data shows that the area of rice fields in Brebes Regency has consistently decreased year after year. This decline illustrates the increasing pressure on agricultural land along with the expansion of land use for non-agricultural purposes, particularly residential and industrial areas. This indicates that the existence of rice fields as a buffer for local food security is increasingly threatened by the increasing demand for space for other, more economically profitable sectors.

In response to the dynamics of changes in spatial use, the Brebes Regency Government has revised the Regional Regulation (Perda) concerning the Regional Spatial Plan (RTRW). Regional Regulation Number 2 of 2011 concerning the Brebes Regency RTRW 2010–2031 was then amended to Regional Regulation Number 13 of 2019 concerning the Brebes Regency RTRW 2019–2039. This revision marks an adjustment to spatial use policies, including the expansion of land use for services, industry, and agriculture<sup>17</sup>.

In its implementation, every form of land use and conversion must comply with the provisions that serve as guidelines for the preparation and issuance of technical land considerations. These provisions are necessary to ensure that spatial planning regulations continue to take into account the characteristics, capabilities, and carrying capacity of the regional environment. At a minimum, the land conversion process should consider:

1. The total area of land to be converted,
2. The potential loss of food crops due to land conversion,
3. The impact on wage reductions, and
4. Anticipated socio-cultural changes in the community.

This relates to the process of converting fertile agricultural land into an industrial area in Brebes Regency, which is carried out in accordance with applicable spatial utilization regulations. In its implementation, business

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<sup>17</sup> Eka Muda Wardani, "Dampak Relokasi Industri Terhadap Petani Bawang Merah Di Brebes: Dampak Relokasi Industri Terhadap Petani Bawang Merah Di Brebes," in *Indonesian Proceedings and Annual Conference of Islamic Law And Sharia Economic (IPACILSE)*, vol. 1, 2023, 119–24, <https://prosiding.uit-lirboyo.ac.id/index.php/psh/article/view/324>.

actors are required to obtain a KKPR (Conformity of Spatial Utilization Activities) before using agricultural land that will be converted into an industrial area. The KKPR provides a legal basis to ensure that planned activities comply with the spatial allocation of the RTRW or RDTR. The spatial planning process, which includes determining the location, area, designation, and creation of a plan for the area without disrupting existing infrastructure, can be carried out after the KKPR is issued through the OSS (Online Single Submission) system. The method used to implement the transition of land use from agriculture to non-agriculture after the formal requirements related to the KKPR are met and the land transfer or acquisition process is completed. This technical verification is part of the steps to ensure land readiness<sup>18</sup>.

KKPR is divided into two categories: KKPR for Micro and Small Enterprises (MSMEs) and KKPR for non-MSMEs (non-Micro and Small Enterprises). KKPR for MSMEs are companies with an investment value of less than 5 billion rupiah, while KKPR for non-MSMEs has an investment value of more than 5 billion rupiah (excluding land and buildings). In addition, there is KKPR verification, which aims to ensure that the location is legal and the activity plan complies with spatial planning. An agreement between the Environmental Agency (DLH) and the Regional Apparatus Organization (OPD) forms the basis for the KKPR verification procedure. Business activity plans essentially follow the process flow through the OSS, are processed in the system, and then undergo KKPR verification<sup>19</sup>.

Meanwhile, the assessment for the PKKPR (Spatial Utilization Activity Conformity Approval) is different. Businesses must submit an application independently by entering data through the OSS system for their business

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<sup>18</sup> Iit Apriani and Zaeni Asyhadie, "Mekanisme Hukum Alih Fungsi Lahan Pertanian Ke Lahan Permukiman (Studi Pada PT. Surya Jaya Properti)," *Jurnal Rekomendasi Hukum* 1, no. 3 (2025): 334-44, <https://journal.unram.ac.id/index.php/rekomendasihukum/article/view/6532>.

<sup>19</sup> Husen Maulana, "Strategi Implementasi Kebijakan Kesesuaian Kegiatan Pemanfaatan Ruang (KKPR) Darat Bagi Non UMK Di Kabupaten Bekasi," *Jurnal Widya Swara Indonesia* 4, no. 3 (2023): 55-64, <https://doi.org/10.56259/jwi.v4i3.197>.

activities. The service will then verify it. A Deposit Order (SPS), which must be paid to the state as PNBP (Non-Tax State Revenue), will be issued if it is deemed to be in accordance with the spatial plan. After payment of the PNBP, Land office will conduct a technical review of the property, as strategic actions can impact the environment. The files will then be sent to the DPMPSTSP (Investment and One-Stop Integrated Services Agency) after being reviewed by the Land office. There, the files will be submitted to the Regional Secretary as the FPR (Spatial Planning Forum).

The PKKPR (Approval of Conformity of Spatial Utilization Activities) is a document required if a city does not yet have an RDTR but can use a Regional Spatial Plan (RTRW). Meanwhile, the KKKPR (Confirmation of Conformity of Spatial Utilization Activities) is a document generated if the region already has an approved Detailed Spatial Plan (RDTR) and is integrated into the Online Single Submission System (OSS). Independent data entry by business actors is processed by the system, which then decides whether the activity is in accordance with the spatial plan. Compliance or non-compliance is handled by the system according to Indicator IXTB I (permitted), T (limited), B (conditional), TB (limited conditionally permitted), and X (not permitted)<sup>20</sup>.

The Environmental Agency (DLH) then issues a permit to prepare environmental documents in the form of an SPPL (Statement of Commitment to Environmental Management and Monitoring), which is the next step in the KKPR issuance procedure. This document is used to assess whether an Environmental Management and Monitoring Effort (UKL-UPL) or an Environmental Impact Analysis (AMDAL) is required for the company's operations. Completion of the UKL-UPL or AMDAL is required for large-scale businesses. Furthermore, approval of environmental documents, previously a prerequisite for the issuance of an IMB (Building

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<sup>20</sup> Hadi Arnowo, "Mengkaji Potensi Kesesuaian Kegiatan Pemanfaatan Ruang (KKPR) Untuk Pengendalian Pemanfaatan Ruang Dan Tertib Pertanahan," *Widya Bhumi* 3, no. 2 (2023): 99–112, <https://doi.org/10.31292/wb.v3i2.59>.

Construction Permit), has become one of the main requirements for the issuance of a PBG (Building Construction Approval).

Businesses are required to obtain a PBG (Building Permit) in lieu of a Building Permit (IMB) before commencing construction. This requires compliance with the building's technical plans, the Environmental Management and Monitoring Commitment Letter (SPPL), the Environmental Management and Monitoring Efforts (UKL-UPL), the Environmental Impact Analysis (AMDAL), and spatial planning. The decision to permit industrial area development is ultimately made through the Land office, the Regional Development Planning Agency (Bappeda), the Regional Government, the Sub-district Head, and the Village Head, who coordinate the technical verification process.

Arable land to be converted must be cultivated or drained before it can be used for non-agricultural purposes. A number of procedures known as "land draining" are used to convert arable land into non-agricultural plots or properties. To apply for land draining, the following requirements must be met<sup>21</sup>:

1. Photocopy of the landowner's Identity Card (KTP)
2. Photocopy of the landowner's Taxpayer Identification Number (NPWP)
3. Photocopy of the Tax Payable Notification Letter (SPPT) and the current year's Land and Building Tax (PBB) along with proof of payment
4. Photocopy of the land certificate
5. Coordination of the land location
6. Photograph of the land location

However, before filling or draining can start, the Spatial Planning Agency must first verify the land in spatial data. The goal of spatial data verification is to ascertain whether the location is in the green or yellow zone. If the spatial data shows that the land is in the yellow zone, the filling or draining procedure can continue. However, the land cannot move on to

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<sup>21</sup> Anindya Milagsita, "Syarat Dan Tata Cara Pengeringan Tanah Di BPN Beserta Biayanya," 2025, <https://www.detik.com/jateng/bisnis/d-7862750/syarat-dan-tata-cara-pengeringan-tanah-di-bpn-beserta-biayanya>.

the next stage, or put another way, it cannot be used, if the geographical data shows that the land is in the green zone. Before being processed further, land with yellow zone status that is located inside the Protected Rice Field Area (LSD) must be removed.

Zone checking through the Sirentang (Spatial Planning Information System) website. When purchasing land or deciding whether a location is suitable for a particular investment, the public can use this service. For example, the selected location must be within an area designated for industrial activities if the proposed activity is industrial.

When examining zones in spatial planning data, the following prerequisites must be met:

1. Photocopy of the Land Ownership Certificate (SHM)
2. Photocopy of the Land and Building Tax (PBB)
3. Photocopy of the ID card of the Land Ownership Certificate Owner

To ensure the suitability of the land's intended use and physical condition, the Land Office provides a PERTEK (Permit for Land Development) while the land is being drained. The Land Office issues a PERTEK to provide technical considerations regarding the applicant's desired land placement.

In principle, the green zone is definitely part of the Protected Rice Field Area (LSD). If a review of geographic data and PERTEK determines that the requested area is in the green zone, it cannot be continued. However, if the land sought is located in the LSD Area but is marked as being in the yellow zone, the land must be removed from the LSD area by submitting an application to the Ministry through the Regent, which is carried out through the DPSDAPR (Water Resources Management and Spatial Planning Agency). The FPR (Spatial Planning Forum) is one of the stages in the Ministry's permit application procedure through the Regent. Approval or rejection of the LSD release permit application is the responsibility of the Spatial Planning Forum.

Once the PERTEK is approved, the permit application must be submitted to the Public Service Center (MPP) or the Investment and One-Stop Integrated Services Agency (DPMPTSP). The certificate is then sent back to the Land Office for registration after being approved by the DPMPTSP/MPP.

The application is submitted during registration. The land certificate is automatically transferred to the individual through this application and is converted into a building use right if an industrial area is developed. This indicates that the building use right has replaced the ownership right in the land certificate. One of the requirements citizens must meet when applying for property rights, including the right to sell, donate, inherit, or hold for decades, is a land certificate.

The next step is to register the Decree (SK) for the Building Use Rights (HGB), which is recorded in the land use change certificate, the transfer from agricultural to non-agricultural land, known as land use change registration. After a legal and physical inspection by the Land Office to verify compliance with the KKPR, the HGB directive is issued. The company then applies for the issuance of a Building Use Rights Certificate (SHGB), which forms the basis for the right to use the property as an industrial area, after the land certificate is transferred to the name of the PT through a rights release procedure from the individual owner.

The problem in Bangsri Village, Bulakamba District, and Klampok Village, Wanasari District, is that the land required for industrial conversion was originally privately owned. Most landowners sold their properties through brokers or intermediaries who offered prices higher than their actual value. Village officials claim that until all land parcels were under company control, the acquisition process was completed in stages. Once the land was acquired, ownership rights were transferred from the owner to the company, and the Building Use Rights (HGB) were issued as the basis for industrial area development, along with the preparation of an industrial

area spatial plan to guide the regulation and utilization of the land within the area.

The process of converting agricultural land into industrial areas has not fully complied with legal provisions, according to the principle of legal certainty. This is evidenced by the practice of buying and selling property through intermediaries or brokers, which often leads to price transparency and ambiguity regarding the stages of landowner ownership transfer. Furthermore, the initial completion of technical data and spatial planning procedures is often not supported by the land acquisition process, creating uncertainty for investors and the community in industrial area development.

## **2. Legal Consequences of Converting Fertile Land into Industrial Areas for Legal Justice for Local Communities in Brebes Regency**

Land conversion is the process of changing the original use of all or part of a piece of land to a different use, often negatively impacting the environment and the social conditions of local communities. This situation ultimately undermines people's rights to land, employment, and a decent standard of living, complicating the regulation of the extent of productive land conversion and increasing the likelihood of social and economic losses<sup>22</sup>.

Land conversion, regulated by Law No. 41 of 2009 concerning the Protection of Sustainable Food Agricultural Land, has become an issue for the government. The regulation emphasizes that, in accordance with the 1945 Constitution of the Republic of Indonesia, fertile land must be regulated by the state and utilized to the maximum extent possible for the

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<sup>22</sup> Atha Wina Clarissa Putri, Eko Suharto, and Sugiasih Sugiasih, "Kajian Alih Fungsi Lahan Pertanian Ke Non-Pertanian Di Kecamatan Junrejo, Kota Batu," *Widya Bhumi* 4, no. 1 (2024): 16–34, <https://doi.org/10.31292/wb.v4i1.91>.

welfare and development of the community. Furthermore, the social role of all land rights is emphasized in Article 6 of Law No. 5 of 1960 concerning Basic Agrarian Regulations. This indicates that land use must encompass benefits for the wider community in addition to economic considerations<sup>23</sup>.

Furthermore, the basis of land policy is contained in Article 33 paragraph (3) of the 1945 Constitution of the Republic of Indonesia, or as explained in Law Number 5 of 1960. Control over the earth, sea, and space, as well as the natural resources contained therein, by the state as the holder of authority for all the people is reaffirmed in Article 2 paragraph (1). The state's right to control then grants the following authority, in accordance with the same paragraph (2):

- a. Control and carry out land, water, and space designation, use, availability, and upkeep.
- b. Determine and control how people relate to land, water, and space legally.
- c. Establish and control the legal relationship between people and land, water, and space-related legal acts.

All these regulations prohibit the conversion of agricultural land to non-agricultural uses. However, in practice, these regulations are ineffective in preventing land conversion. This is because the use of the property does not always align with its original purpose and can even cause difficulties for the previous rights holder. However, land institutions are responsible for ensuring that the land transfer process complies with relevant laws and regulations. Findings from informant interviews that support this research are as follows:

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<sup>23</sup> Hotris Parlinggoman Sitanggang and Mella Ismelina F Rahayu, "Perlindungan Hukum Terhadap Lahan Produktif Pertanian Akibat Maraknyaalih Fungsi Lahan Untuk Keperluan Properti, Industri Dan Proyek Pembangunan Strategis Nasional Berdasarkan Hukum Positif Indonesia," *Jurnal Hukum Adigama* 5, no. 1 (2022): 229–53, <https://journal.untar.ac.id/index.php/adigama/article/download/19681/12011>.

**Table 1. Informant's Information Regarding the Subject**

<b>Regarding</b>	<b>Informant</b>	<b>Informant's Statement</b>
Impact of Land Conversion	The people of Klampok Village, Wanasari District  The people of Bangsri Village, Bulakamba District	Land conversion has an impact on changes in people's livelihood patterns to non-agricultural sectors which have not been followed by the availability of adequate employment opportunities, and one of them causes disruption to irrigation channels where the land is still maintained, thus affecting agricultural productivity.
Perception of Legal <b>Justice</b>	The people of Klampok Village, Wanasari District  The people of Bangsri Village, Bulakamba District	The community believes the land conversion process was conducted transparently, with clear mechanisms for transferring land rights. However, legal <b>justice</b> has not yet been fully felt by the community, as the land conversion has not been accompanied by guarantees of sustainable employment and welfare, particularly for farm laborers.

Based on the data analysis above, landowners and agricultural workers face social and legal impacts when productive land is converted into an industrial area. This situation can be analyzed using the theory of legal certainty, which emphasizes that the law must provide certainty, **justice**, and equal benefits for all members of society. Rice and onion cultivation occupies a large portion of the land that will be used for industrial relocation. Many agricultural workers oppose the development of the

Brebes industrial area because they believe it will disrupt their ability to earn a living.

In this case, Law Number 41 of 2009 regulates the Protection of Sustainable Food Agricultural Land, to ensure the continued availability of food agricultural land as a source of income and decent employment opportunities for all people as well as togetherness, fairness, efficiency, sustainability, and environmental awareness. In areas that were formerly industrial areas, the government then issued Law Number 3 of 2014 concerning Industry. This regulation is intended to fulfill one of the basic human needs as regulated in Article 3 which states that the implementation of industry aims to:

- a. Building national industry as a driving force for the country's economy;
- b. Creating a strong and in-depth industrial structure;
- c. Developing an independent, competitive, modern, and environmentally conscious industry;
- d. Ensuring business certainty and the creation of healthy competition, while preventing the concentration and control of industry by certain parties that could harm the community;
- e. Providing business opportunities and expanding employment opportunities;
- f. Encouraging equitable industrial development throughout Indonesia to strengthen national resilience; and
- g. Improving the welfare and prosperity of the community in a fair manner.

However, food security can be threatened if the conversion of fertile land does not comply with applicable standards. To prevent the conversion of agricultural land, in accordance with Law No. 41 of 2009, Government Regulation No. 1 of 2011, Central Java Provincial Regulation No. 2 of 2013, and Brebes Regency Regulation No. 13 of 2019. Preventive efforts can be

carried out by providing incentives to landowners, protecting agricultural crops, and limiting permits must be implemented if land conversion is necessary.

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In Brebes Regency, particularly in Bangsri Village, Bulakamba District, and Klampok Village, Wanasari District, demand for land for non-agricultural uses continues to increase in line with population growth and economic progress. The conversion of fertile land makes this trend difficult to halt. Numerous examples have shown that if land conversion occurs in one area, surrounding land will quickly follow suit.

There are two reasons for this. First, accessibility at land conversion sites increases with the growth of industrial areas, which in turn stimulates increased demand for land from speculators or other land investors, leading to increased land prices in the area. Second, other farmers in the surrounding area may be more motivated to sell their land due to rising land prices. This is due to<sup>24</sup>:

- a. Population pressure on land is greater in rural areas dominated by rice paddy ecosystems because these areas typically have a much higher population density than dryland ecosystems.

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<sup>24</sup> Eggy Afriyadi Afriyadi, Dahlan Tampubolon, and Lapeti Sari, "Dampak Alih Fungsi Lahan Terhadap Tingkat Pendapatan Masyarakat Di Kecamatan Sentajo Raya Kabupaten Kuantan Singingi: Alih Fungsi Lahan," *Equity: Jurnal Ekonomi* 10, no. 1 (2022): 24–35, <https://doi.org/10.33019/equity.v10i1.77>.

- b. Many rice paddies are located near cities.
- c. Infrastructure in rice paddy areas is usually better than in dryland areas due to past development patterns.
- d. In areas with flat terrain, infrastructure and facilities for housing, industrial areas, and other uses tend to develop rapidly.

In reality, changing land use is prohibited. Replacement land must be provided if land conversion occurs, as it results in a reduction in fertile land. Even if land use in the area changes, the purpose of providing replacement land for converted agricultural land is to ensure that the land will be used and agricultural productivity will not be affected. Replacement land should be former forests, swamps, or undeveloped areas that have been converted to cultivable land through irrigation or mechanical means. This way, income from agricultural products is not affected by land conversion<sup>25</sup>.

In fact, regulations have been enacted to protect valuable land in Law Number 41 of 2009 Article 44 paragraph (1) states that land that has been designated as sustainable food agricultural land must be protected and may not be converted. However, this protection has exceptions, namely in cases where the conversion serves the public interest. The conversion of fertile land for public use is in Article 44 paragraph (3) of Law Number 41 of 2009, which states that "changes in the function of land that have been designated as referred to in paragraph (2) can only be carried out with the provision that<sup>26</sup>:

- Conduct a strategic feasibility analysis,

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<sup>25</sup> Diyah Ayu Riyanti, Mutiara Ramadhani, and Lailatul Fitriyah, "Akibat Hukum Implementasi Undang-Undang Nomor 11 Tahun 2020 Terhadap Alih Fungsi Lahan Pertanian Untuk Pembangunan Infrastruktur," *Jurnal Hukum Lex Generalis* 3, no. 9 (2022): 739–57, <https://doi.org/10.56370/jhlg.v3i9.309>.

<sup>26</sup> Lucius Andik Rahmanto, Dedy Muharman, and Novellita Sicillia Anggraini, "Pengendalian Alih Fungsi Lahan Pertanian Menjadi Lahan Non Pertanian Berdasarkan Undang-Undang Nomor 41 Tahun 2009," *AL-MANHAJ: Jurnal Hukum Dan Pranata Sosial Islam* 4, no. 2 (2022): 545–54, <https://doi.org/10.37680/almanhaj.v4i2.1908>.

- Develop a land conversion plan,
- Acquire land rights only from the rightful owners, and
- Provide replacement land for sustainable food crop land that is converted.

The transfer of protected fertile land is only permitted for public use. Due to this exception, not all agricultural land is protected. Fertile land also contributes to community food security, but land acquisition as a development initiative that benefits the community is crucial for development. However, if fertile land will experience a change in function, it is the government's obligation to provide it, as stipulated in Article 46 paragraph (1) of Law Number 41 of 2009, which stipulates that the provision of replacement land must meet the following provisions:

- At least three times the area of the land being converted if the land is irrigated.
- At least two times the area of the land being converted if the land is tidal or non-tidal swampland.
- At least one time the area of the land being converted if the land is not irrigated.

Article 6 of the Basic Agrarian Law emphasizes that every plot of land has a social function, so that land use, including changes to its designation, must not ignore this social function<sup>27</sup>. In line with this, Regional Regulation No. 13 of 2019 concerning the Brebes Regency Spatial Planning Plan for 2019-2039 demonstrates that this country manages its regional spatial planning quite effectively. The community, as the organizer of housing development, and the government, as the policymaker, must work together to achieve the goals set forth in this law<sup>28</sup>.

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<sup>27</sup> Ardiansyah Ardiansyah, *Kebijakan Hukum Pertahanan* (Deepublish, 2022).

<sup>28</sup> Tedy Faizal, Soesi Idayanti, and Tiyas Vika Widyastuti, *Hukum Pembukaan Lahan Perumahan Di Kawasan Zona Hijau* (Penerbit NEM, 2024).

However, if land conversion continues, there will be legal consequences for the change in land use. The shift in land use status from agricultural to non-agricultural is a legal consequence of converting productive land into an industrial zone. In this situation, the owner who has converted from agricultural to non-agricultural land is free to use the land for public facilities, industrial areas, and housing developments.

The social and environmental impacts of industrial areas surrounded by agricultural areas include population growth, changes in community habits, and potential environmental degradation. Consequently, the community's right to a decent and healthy environment is as important as the right to land in terms of legal **justice** in land conversion. Because modifications to the designation that violate the Spatial Plan will alter all existing mapping, the legal consequences affecting the conversion of productive land for the sake of **justice** for the community, in particular:

1. Reduced Legal Protection for Community Land Ownership Rights

Land purchases or legally mandated spatial planning decisions are used to change land use. However, the concepts of fairness and community involvement, as outlined in Article 60 of Law Number 26 of 2007 concerning Spatial Planning, which protect the community's right to know and express their opinions regarding spatial planning, are not fully reflected in these procedures. As a result, communities only participate in the transfer of ownership rights and are not given sufficient opportunity to express their preferences.

2. Decrease in national food production

Production will also be impacted by the increasing scarcity of fertile land. This situation will significantly disrupt the country's food security, especially as food consumption continues to increase due to annual population growth.

3. Obstacles to the Fulfillment of Community Economic and Social Rights

Farmworkers risk losing their jobs if land conversion reduces the area of agricultural land. Meanwhile, local communities have yet to fully access easily accessible job prospects as fertile land is converted to the industrial sector. Furthermore, the growth of industrial areas has disrupted irrigation channels in some remaining agricultural land. This is inconsistent with Article 27 paragraph (2) of the 1945 Constitution, which affirms that every citizen has the right to work and a decent living.

#### 4. Endangering Ecosystem Balance

Ecological systems that once supported sustainable communal life are drastically altered when fertile land is converted into industrial areas. This modification has legal implications for upholding communities' rights to a safe and healthy environment. The loss of fertile land increases the risk of flooding, degrades water quality, and can disrupt residential areas by reducing water catchment areas and habitats for various organisms.

#### 5. Rising Food Costs

Local agricultural production capacity has declined due to the conversion of agricultural land into industrial areas. Food costs have risen as production and supply decline. Residents of Brebes Regency, particularly those from low-income households, are increasingly burdened by rising prices. This case illustrates how land conversion violates the right to food and the concept of economic **justice**.

Based on the principle of legal certainty, all parties involved in the conversion of fertile land into industrial areas in Bangsri Village, Bulakamba District, and Klampok Village, Wanasari District, Brebes Regency, should have clear procedures, rights protection, and guarantees. In reality, several local residents acting as sellers felt that the agreed-upon price and valid sales and purchase documents had made the land transfer procedure clear and certain. Furthermore, the buyers believed they had legal assurance that

they would become the rightful owners of the new land, which could be developed for industrial purposes.

On the other hand, some communities believe that this land conversion has been detrimental to them. Farmers' livelihoods have also been negatively impacted by the loss of fertile land, and the quantity and quality of agricultural produce have decreased, leading to rising prices for basic necessities. Given that the formal procedures implemented have not fully guaranteed the preservation of the rights and sustainability of the livelihoods of communities dependent on the agricultural industry, this situation indicates that legal certainty has not been fully achieved for all residents.

## Conclusion

The conversion of fertile land into industrial areas in Brebes Regency is carried out through formal mechanisms based on the provisions of the Basic Agrarian Law (UUPA), spatial planning, the Integrated Service for Agricultural Development (PLP2B), and land acquisition regulations. Normatively, this process involves determining spatial planning, issuing KKPR/PKKPR (Planning for Agricultural Development), land acquisition, agricultural technical verification, and obtaining permits for industrial area development. However, compliance with these administrative procedures has not been fully aligned with implementation on the ground, particularly regarding the protection of productive agricultural land and the sustainability of ecological functions, resulting in a gap between regulations and practice.

The conversion of fertile land also has significant social, economic, and legal impacts on the community, such as the loss of livelihoods, decreased farmer income, disruption of irrigation systems, and the lack of guarantees of employment by industry. This condition reflects the failure to realize substantive **justice** as mandated by Article 33 paragraph (3) of the 1945

Constitution and the UUPA, because the development of industrial areas has not fully ensured the protection of agrarian rights, the sustainability of farmers' livelihoods, or the fair distribution of benefits. Therefore, the development of industrial areas should not only comply with administrative aspects, but also ensure substantive **justice** through the protection of productive land, empowerment of affected communities, and enforcement of agrarian law principles oriented towards the welfare of the people.

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