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Suitability of Space Utilization in the Tawangmangu Regency Tourism Area Based on the Regional Spatial Plan

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Abstract

Spatial planning functions as a regulatory instrument to ensure orderly and sustainable use of space. This study aims to evaluate the effectiveness of controlling the use of space in the tourism area of Tawangmangu Regency using the perspective of legal theory of Lawrence M. Friedman which divides the legal system into three components: legal substance, legal structure, and legal culture. This research is an empirical research with a qualitative method supported by spatial analysis through an overlay technique between the spatial pattern map of the RTRW and the distribution of the coordinate points of accommodation facilities. The results of the study show that from the aspect of legal substance, Karanganyar Regency has comprehensive spatial regulations through Regional Regulation Number 1 of 2013 jo. Number 19 of 2019. In terms of legal structure, the overlay analysis

revealed that of the 170 units of accommodation facilities, 142 units (83.5%) were in the appropriate zone, but 28 units (16.5%) were still found in dryland agricultural zones and protected areas. The interview confirmed that permit verification and field supervision have not been running optimally. From the aspect of legal culture, investment decisions are based more on economic considerations (proximity to tourist attractions) than compliance with RTRW zoning. This study concludes that the effectiveness of controlling the use of space requires the simultaneous strengthening of three components of the legal system: enhancement of substance, optimization of structure through spatial-based supervision, and transformation of legal culture through consistent enforcement of sanctions.

Keywords

Spatial Planning; tourism areas; space control; RTRW; Land Use Change

A. Introduction

The introduction explains the background of the article discussed as The use of space is a fundamental aspect in the implementation of development because space is a forum for all human activities, both in the economic, social, cultural, and environmental fields. Every development activity, whether carried out by the government, business actors, or the community, basically needs space as a medium for implementation. The space serves as a place of social interaction, resource distribution, and economic activities that support people's lives. Therefore, space management has a strategic role in determining the direction and sustainability of regional development. Poorly planned use of space has the potential to lead to development, inequality, and conflicts of interest. This clearly shows that space cannot be understood solely as a physical object, but as an essential element in the national development system.

Space is not only interpreted as the physical landscape

of a geographical area, but also as a legal and social construct that governs the relationship between interests within it. In this space, there are various relationships between the state, business actors, and society, each of which has a different interest in the use of space. This interaction of interests often leads to potential conflicts if not clearly regulated through legal norms. Space management requires legal certainty so that its use can run in an orderly and fair manner.¹ Legal certainty in the use of space is also needed to provide protection for the interests of the community and environmental sustainability. With a clear arrangement, the space can be used optimally without sacrificing long-term interests.

The legal framework for spatial planning in Indonesia is regulated in Law Number 26 of 2007 concerning Spatial Planning. This law emphasizes that spatial planning is an integrated system that includes spatial planning, space utilization, and space utilization control.² Article 1 number 5 of the Spatial Planning Law places the use of space as an integral part of the control mechanism. This shows that every use of space must be aligned with the spatial plan that has been set by the government. The use of space cannot be carried out freely without paying attention to the applicable legal provisions so that basically spatial planning has the character of a public legal instrument that binds all development actors.

The control of space utilization has a strategic role in ensuring the realization of the goals of spatial planning as formulated in Article 3 of the Spatial Planning Law, namely the creation of safe, comfortable, productive, and sustainable spatial space.³ The control serves to ensure that the use of

¹ Suryaningtyas, Asri, and Asmarani Ramli. 2025. "Legal Arrangements for Coastal Area Management Reviewed from the Perspective of Spatial and Community Planning in Rembang Regency." *Udayana Journal of Master of Law*, 14 (3): 822.

² Dwiyaniti, Tiara, and Moh. Indra Mulia. "Spatial Planning in the Fate of Tourism Industry Land After the Job Creation Law." In *the National Seminar on Tourism and Entrepreneurship (SNPK)*, vol. 2 (2023): 736.

³ Arba, M. *Law on Spatial Planning and Regional Management*. Jakarta: Kencana, 2022.

space does not deviate from the spatial plan that has been set. Without effective control, the use of space has the potential to have a negative impact on the environment and the social life of the community. Deviations in the use of space can also trigger conflicts between interests and reduce the quality of the environment. This clearly shows that controlling the use of space is actually an important instrument in maintaining a balance between development interests and environmental protection. Every development sector that makes intensive use of space requires strict regulation and supervision, including the tourism sector.

Tourism activities are one of the development sectors that are closely related to the use of space. Tourism activities require the provision of various supporting facilities such as accommodation, transportation facilities, trade areas, and tourism service infrastructure. Law Number 10 of 2009 concerning Tourism defines tourism as various tourism activities supported by facilities and services provided by the community, business actors, government, and local governments.⁴ This definition shows that the implementation of tourism involves many actors who directly utilize regional space. The growth of tourism activities often encourages changes in spatial function and land use in the surrounding area. If not properly controlled, these changes can have an impact on environmental damage and inconsistency with spatial plans.

The development of tourism areas is legally required to refer to the regional spatial plan that applies at the national, provincial, and district/city levels. This provision is affirmed in Article 26 paragraph (1) of the Spatial Planning Law which states that all space utilization activities must be guided by the spatial plan that has been determined. To ensure compliance with the spatial plan, the control of space utilization is carried out through various legal instruments. Article 35 of the Spatial Planning Law stipulates that control

⁴ Doorson, Steven, Esa Rahmawati, Dinda Nur Azra, Yosaphat Diaz, Febby Annisa Qutrunnadaa, and Mahipal. "Implementation of the Spatial Planning Law in the Context of Regional Autonomy." *Al-Zayn: Journal of Social and Legal Sciences* 2, no. 2 (2024): 132.

is carried out through zoning regulations, licensing mechanisms, the provision of incentives and disincentives, and the imposition of sanctions.⁵ This instrument is intended to ensure that the use of the space runs according to its designation.

Tourism development that is not accompanied by effective control of the use of space has the potential to cause various legal and environmental problems. Research by Sutanto et al. shows that the Public Works and Spatial Planning Office has an important role in controlling the use of tourism space through permitting, supervision, and administrative law enforcement mechanisms.⁶ However, the research focuses more on the institutional aspects of local government. The analysis of the suitability of the use of space that occurs with the provisions of the regional spatial plan as a binding legal norm has not been studied in depth. In fact, compatibility between spatial planning and spatial utilization practices is the main indicator of spatial planning effectiveness. The gap between these norms and practices has the potential to weaken the function of RTRW as a legal instrument for development control.

Other research conducted by Istiawan and Nugraha emphasized the suitability of the development of tourist villages with the Banyumas Regency Regional Spatial Plan.⁷ The results of the study said that the suitability of space plays an important role in maintaining the sustainability of tourist villages, especially in maintaining a balance between development and environmental preservation. However, the approach used emphasizes more spatial aspects and regional planning. The legal consequences of improper use of

⁵ Putri, G. A., S. C. Ginting, Ym. Novita, and Y. Ashura. "The Application of the Essential Concept of Tourism Geography in the Destination of the Penglipuran Bali Tourism Village." *Edusola: Journal of Education, Sociology and Law* 1, no. 4 (2025): 1046.

⁶ Sutanto, B., N. Rahmawati, and T. Wibowo. "The Role of Local Governments in Controlling the Spatial Utilization of Tourism Areas." *Journal of Public Administration and Spatial Planning* 6, no. 1 (2025): 63.

⁷ Istiawan, D., and R. Nugraha. "The Suitability of Tourism Village Development with the Banyumas Regency Regional Spatial Plan." *Journal of Urban and Regional Planning* 17, no. 3 (2022): 312.

space have not been the main focus of discussion. Similarly, the research of Vebryan Rhamadana et al. which discusses spatial planning in tourism development in Guo's assisted villages is still at the conceptual planning level.⁸ The study has not analyzed the implementation and enforcement of RTRW provisions on the empirical use of tourism area space.

Tawangmangu District is a leading tourist area in Karanganyar Regency whose space utilization must refer to the Regional Spatial Plan (RTRW) of Karanganyar Regency. These obligations are outlined through Karanganyar Regency Regional Regulation Number 1 of 2013 concerning the Karanganyar Regency RTRW for 2013–2032 which was later amended by Karanganyar Regency Regional Regulation Number 19 of 2019 as a binding spatial planning legal instrument for the government, business actors, and the community. The RTRW in principle divides the area into protected areas, cultivation areas, and other designated areas, so that each form of development (including tourism) must be placed according to the function of the specified space.

The dynamics of space utilization in this region are increasingly complex with the rapid growth of the tourism sector. Data from online hotel booking platforms shows that by 2024, no less than 59 accommodation units in Tawangmangu District are commercially registered, consisting of 24 hotels, 15 villas, 6 guest houses, 6 homestays, and 3 resorts. This figure shows a significant increase compared to the 2021 Village Potential data which recorded 23 hotels and 147 inns (including homestays and small-scale villas). The concentration of accommodation facilities is uneven because it is dominant in Tawangmangu Village and Kalisoro Village, so that the pressure of changing space at certain points becomes stronger.

To clarify the use of space, population data and regional

⁸ Rhamadana, V., R. Ferial, N. Nurhamidah, M. Syukur, and A. Junaidi. "Spatial Planning Study for Tourism Development in Guo Assisted Villages." *Indonesian Journal of the Assisted Environment* 12, no. 4 (2023): 190.

character show that Tawangmangu has 49,021 people in 2023 with an average density of around 700 people/km², but the density level between villages/sub-districts is uneven. (BPS Karanganyar Regency, 2024). This density inequality is important because densely populated areas tend to experience higher pressure on built-up land needs, which has the potential to drive a shift in spatial function if not controlled. (BPS Karanganyar Regency, 2024). At the same time, tourism activities demand space for accommodation and support services; Podes 2021 data recorded the existence of 23 hotels and 147 inns in Tawangmangu Regency, which shows the intensity of space utilization for the tourism sector. (BPS Karanganyar Regency, 2024). The concentration of accommodation facilities is also uneven because it is dominant in Tawangmangu Village and Kalisoro Village, so that the pressure of changing space at certain points becomes stronger.⁹ This condition is in line with the general pattern of tourist areas, namely the growth of economic activity centered around the destination node which then affects the structure and spatial pattern of the surrounding area.

Table 1. Spatial Profile–Demographics and Accommodation of Tawangmangu Regency (Population & Area 2023; January 2021)

Village/Village	Area (ha), 2023	Population (soul), 2023	Density (population/km ²), 2023	Hotel (unit), 2021	Accommodation (unit), 2021
Bandardawung	301,15	4.443	1.475	0	0
Throughout	564,28	4.480	794	0	0
Tawangmangu	337,38	9.210	2.730	11	80
stump	1.057,61	3.780	357	12	60
Stuart O'Neill	1.111,91	4.127	371	0	2
Gondosuli	1.925,44	4.316	224	0	3

⁹ Central Statistics Agency of Karanganyar Regency, *Tawangmangu Regency Figures for 2024* (Karanganyar: BPS Karanganyar Regency, 2024), <https://karanganyarkab.bps.go.id/publication.html>.

Click	810,78	4.038	498	0	0
Spraying	234,43	5.527	2.358	0	1
Karanglo	185,88	4.895	2.633	0	0
Plumbon	474,08	4.205	887	0	1
Number of Districts	7.002,94	49.021	700	23	147

Source: BPS Karanganyar Regency, "Tawangmangu Regency in 2024 Figures" (2023 data) and Podes 2021 included in the publication (BPS Karanganyar Regency, 2024).

Table 1 presents the spatial-demographic profile and distribution of accommodation facilities in Tawangmangu Regency consisting of 10 villages and 1 sub-district. The data in this table is sourced from the official publication of the Central Statistics Agency (BPS) of Karanganyar Regency. Regional and population data were obtained from the publication "Tawangmangu Regency in Figures 2024" published in February 2024. This publication presents data for 2023, where data on the area of the area is sourced from the National Land Agency (BPN) through the village/sub-district mapping process, while population data is sourced from the results of population census projections and population administration data from the Karanganyar Regency Population and Civil Registration Office. Hotel and lodging data is sourced from the publication "Village Potential (Podes) of Karanganyar Regency in 2021" which is a collection of national village potential data conducted by BPS every three years through interviews with village/sub-district officials and field inspections by BPS officers.

Based on this data, Tawangmangu Regency has a total area of 7,002.94 hectares with a population of 49,021 people in 2023, so the average population density is 700 people per square kilometer. Population density between villages/sub-districts shows significant variation, with the highest density being in Tawangmangu Village (2,730 people/km²) and Karanglo Village (2,633 people/km²), while the lowest density is in Gondosuli Village (224 people/km²) and Kalisoro Village

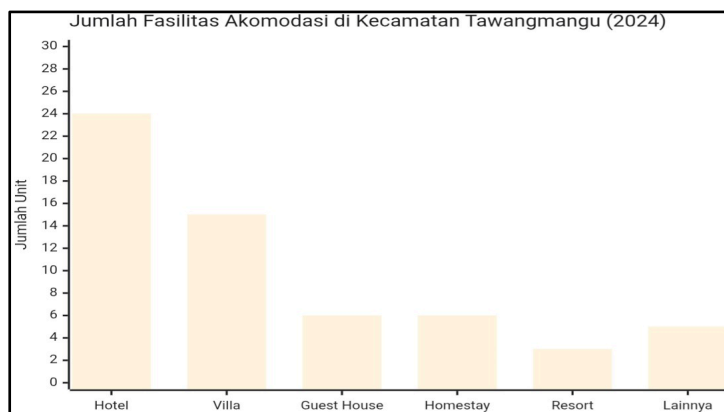
(357 people/km²). This density inequality is important to observe because high-density areas tend to experience greater pressure on built-up land needs, which has the potential to drive shifts in spatial function if not strictly controlled.

Accommodation facility data from Podes 2021 shows that there are 23 hotels and 147 inns in Tawangmangu Regency. The concentration of accommodation facilities is uneven, but concentrated in Tawangmangu Village (11 hotels and 80 inns) and Kalisoro Village (12 hotels and 60 inns). These two areas are the main nodes of tourism activities because they have direct access to prominent tourist attractions such as Grojogan Sewu Waterfall and the center of commercial activities of the sub-district. Meanwhile, other villages such as Bandardawung, Sepanjang, Tengklik, and Karanglo have no accommodation facilities at all, indicating that tourism development in Tawangmangu is uneven and is still concentrated in certain locations. This concentration pattern has implications for the high pressure of spatial change at certain points, which needs to be anticipated through an effective space utilization control mechanism in accordance with the provisions of the Karanganyar Regency RTRW.

However, if it is related to tourism data in general in Tawangmangu Regency, it should be explained that the number of 23 hotels and 147 lodgings listed in Table 1 is data from Podes 2021. This data reflects conditions in 2021, which was the end of the COVID-19 pandemic. When compared to the pre-pandemic period (e.g. Podes 2018), there is a potential decrease in the number of accommodation units due to the impact of the pandemic, but this comparison is not presented in Table 1 as this table focuses only on the most recent data available (2021 for accommodation and 2023 for population).

Several factors can be used to explain the dynamics of changes in the number of accommodations in the Tawangmangu area. The impact of the COVID-19 pandemic that lasted from 2020 to 2022 caused a drastic decrease in tourist visits, so many small-scale lodging businesses stopped operating. This condition mainly occurs in homestays and villas that are managed informally so that some business units are no longer active even though they are still physically recorded in the 2021 Podes data. The decrease in the number of accommodations is also related to the licensing control policy carried out by the Karanganyar Regency Government through the One-Stop Investment and Integrated Services Office (DPMPTSP) and the Public Works and Spatial Planning Office (PUPR). The provisions stated in the Regional Regulation of Karanganyar Regency Number 1 of 2013 in conjunction with Number 19 of 2019 concerning Regional Spatial Planning require each accommodation building to have a Suitability of Space Utilization Activities (KKPR) and Building Approval (PBG). Many small inns are unable to meet these administrative requirements so they are unable to legally run their business and eventually cease operations. The change in the function of the building also affected the decrease in the number of accommodations as some villas and homestays were converted into permanent residences by their owners after tourism sector revenues declined during the pandemic. Another development that occurred after the pandemic was the tendency to consolidate businesses in the accommodation sector where small-scale business units managed in a less professional way began to be eliminated and replaced by hotels and villas managed by more professional management. This change caused the number of accommodation units to decrease but at the same time the quality of service and business capacity increased.

Figure 1. Comparison of the Number of Accommodation Facilities by Type in Tawangmangu Regency in 2024



Source: Data processed from Traveloka, 2024

A phenomenon that deserves attention is the comparison between the number of tourist sites and the area of agricultural land in Tawangmangu Regency. Based on the inventory of tourist destinations, there are no less than 20 leading tourist locations spread across this region, including natural tourist attractions such as Grojogan Sewu Waterfall (80 meters high), Jumog Putri Waterfall, Pringgondani Waterfall (100 meters high), Sekepan Hill, Mongkrang Hill, Lawu Park, Tawangmangu Wonderpark, Sakura Hill, Embun Lawu, Cemoro Kandang, as well as cultural tourism such as Cetho Temple and Suku Temple. In addition, there are also agro-tourism such as the Indonesian Essential House, Nglurah Village Agrotourism (ornamental plant center), and Kemuning Tea Garden.

The dynamics of space use in Tawangmangu can also be seen from the study of land cover changes based on satellite imagery that shows large and consistent changes in two different periods. The study noted that the change in land cover in the 2013–2017 period reached 1,135.34 ha (18.5%), while the 2017–2021 period was 999.47 ha (16.3%), which

shows large-scale spatial dynamics in the medium term. The increase in built-up area is an important indicator because it is directly correlated with the expansion of residential, economic, and tourism facilities; In the 2013-2017 period, the growth of the built area was recorded at 200.40 ha, and in the 2017-2021 period it increased again by 164.15 ha. The same study also identified forest degradation (forests turning into other functions) of 316.75 ha in 2013–2017 and 238.17 ha in 2017–2021. When linked to the context of tourism, these figures reinforce the suspicion that the growth of tourism activities and the need for supporting spaces may drive the pressure of land conversion, especially in locations near tourism nodes and access corridors.

Table 2. Summary of Land Cover Changes in Tawangmangu Regency (based on satellite imagery)

Indicator	2013–2017	2017–2021
Changes in Total Land Cover	1,135.34 ha (18.5%)	999.47 ha (16.3%)
Growth of built area (total change to built)	200.40 ha	164.15 ha
Forest degradation (forests turn into other functions)	316.75 ha	238.17 ha

Source: Tawangmangu Regency Land Cover Change Research Publication

Meanwhile, data from the Agriculture and Plantation Service shows that productive agricultural land in Tawangmangu continues to shrink. The Tawangmangu Food and Horticultural Crop Seed Garden (KBTPH), which is an asset of the Central Java Provincial Government, has a land area of 22,105 m² in Tawangmangu Village and 13,097 m² in Gondosuli Village.¹⁰ This area is relatively small when compared to the needs of developing tourist areas that continue to grow. This condition shows that in Tawangmangu, the number of tourist sites and their supporting facilities (59 accommodation units) has quantitatively exceeded the

¹⁰ Agricultural Land Data: iNews Joglosemar, KBTPH Tawangmangu area of 35,202 m², assessed March 7, 2026, <https://joglosemar.inews.id/amp/441420/komisi-b-dorong-kbtphtawangmangu-tingkatkan-hasil-panen-petani/1>

dominance of the rest of productive agricultural land, especially in areas that are the center of tourism activities such as Tawangmangu Village and Kalisoro Village.

Based on these data, the main issue that arises is the potential incompatibility between the norms of RTRW as the legal basis for spatial regulation and the reality of land use change and the growth of tourism facilities in the field. The RTRW functions as a normative instrument that determines the "permit" of a space utilization activity based on zoning and designation, so that the expansion of accommodation and improvement of the built area must move within the corridor of the predetermined spatial plan.¹¹ As spatial change takes place rapidly, demonstrated by changes in land cover approaching a thousand hectares per period, the need for control becomes increasingly crucial to prevent deviations in the use of space, including development in zones that must be protected or activities that are not supported by adequate permits. The gap between the provisions of the RTRW and the practice of space utilization has the potential to trigger environmental problems, conflicts in the use of space, and a decline in the quality of development governance. Therefore, testing the suitability of space use in the Tawangmangu tourism area is not only ideal in terms of planning, but also juridically important to assess compliance with RTRW legal instruments and the effectiveness of their control.¹²

Departing from the description above, the research on the legal study of the suitability of space utilization in the tourism area of Tawangmangu Regency based on the RTRW of Karanganyar Regency has gained academic and practical meaning to be carried out. So far, discussions about the area tend to focus on aspects of tourism planning and development, while legal analysis of the implementation of RTRW and its legal consequences is still relatively limited. These limitations give rise to the need for a study that

¹¹ Karanganyar Regency Regional Regulation No. 1 of 2013 concerning the RTRW of Karanganyar Regency for 2013–2032; Karanganyar Regency Regulation No. 19 of 2019 concerning Amendments to Karanganyar Regency Regulation No. 1 of 2013.

¹² *Ibid.*

systematically examines the consistency between the actual use of space and the spatial planning provisions that have been regulated in laws and regulations. This research uses an empirical juridical legal research method, which is a research that not only examines the applicable legal norms, but also examines how these provisions are applied in practice in the community through the collection of field data, such as interviews, observations, and studies of space utilization practices in the tourism area of Tawangmangu Regency.

This research is expected to be able to make a theoretical contribution to the development of spatial planning laws and offer practical recommendations for strengthening control and law enforcement mechanisms for the development of the tourism sector in the region. Through the tracing and interpretation of the legal provisions that govern the planning and use of space, this study is directed to formulate legal arguments that can be the basis for evaluating the implementation of the Karanganyar Regency RTRW in the regulation of the tourism area of Tawangmangu Regency.

This research uses an empirical juridical approach, which is an approach that examines law not only as a norm written in laws and regulations, but also as real behavior that occurs in society. This approach is carried out by examining legal provisions related to spatial planning and observing how these provisions are applied in the practice of space utilization in the tourism area of Tawangmangu Regency. The main legal materials used include Law Number 26 of 2007 concerning Spatial Planning, Law Number 10 of 2009 concerning Tourism, and Regional Regulation of Karanganyar Regency Number 1 of 2013 in conjunction with Number 19 of 2019 concerning Regional Spatial Planning of Karanganyar Regency. In addition, secondary legal material is obtained through the study of book literature, scientific journals, the results of previous research, and other documents relevant to the issues of spatial planning and tourism development.

To obtain empirical data, this study is also complemented by the collection of field data through observation and analysis of secondary data related to the use

of space in the tourism area of Tawangmangu Regency. Data analysis was carried out qualitatively, by examining the relationship between the applicable legal provisions and the real conditions in the field. In this study, simple spatial analysis was also used through map overlay techniques, utilizing spatial pattern maps from the Karanganyar Regency RTRW and distribution data of tourism accommodation facilities sourced from the Central Statistics Agency (BPS) of Karanganyar Regency in 2022–2025. The results of the overlay were then analyzed descriptively to identify the suitability and incompatibility of space use with the predetermined zoning. Thus, this study combines a legal study of the applicable regulations with an analysis of factual conditions in the field to assess the implementation of spatial planning in the tourism area of Tawangmangu Regency.

B. Spatial Planning as an Instrument for Controlling Tourism Areas in Karanganyar Regency

Spatial planning occupies a central position in the legal architecture of national development because it functions as a guideline instrument for the distribution of regional use so that it takes place in a planned, measurable, and sustainable manner.¹³ The system was formulated through Law Number 26 of 2007 concerning Spatial Planning which defines spatial planning as the unity of the process of spatial planning, space utilization, and control of space utilization.¹⁴ The formulation emphasizes that the use of space cannot be separated from the planning framework that has been established by public authorities. Any development activity that utilizes space must be aligned with the spatial plan in order to achieve administrative order and legal certainty.

The provisions of Article 26 paragraph (1) of the Spatial

¹³ Suci Rahmadani and Misran Misran, "Regional Spatial Planning (RTRW) in Environmental Law Enforcement," *Journal of Justice: Journal of Law, Legislation and Social Institutions* 3, no. 1 (2020): 5.

¹⁴ Muhammad Huda and Fatma Ulfatun Najicha, "Analysis of Good Regional Spatial Planning Provisions Based on Law Number 26 of 2007," *Positum Law Journal* 8, no. 1 (2022): 9.

Plan Law contain an order that the use of space must refer to the spatial plan. The imperative character of these norms places spatial planning as a legal guideline that binds every legal subject.¹⁵ The RTRW not only functions as a technocratic document of regional planning but has a coercive power inherent in the country's administrative legal system. The principle of legality is reflected in the obligation of every development action to rely on legal regulations so that the implementation of development activities does not rely on purely discretionary considerations.

The spatial arrangement in Karanganyar Regency is realized through Karanganyar Regency Regional Regulation Number 1 of 2013 concerning the Karanganyar Regency RTRW for 2013–2032 which was updated through Regional Regulation Number 19 of 2019.¹⁶ Regional regulations stipulate the spatial structure and spatial pattern that divides the area into protected areas, cultivation areas, agricultural areas, residential areas, and tourism areas. The zoning division determines the types of activities that are allowed or prohibited in a particular location so that each form of development gets clear limits.

Tawangmangu Regency plays a role as the main tourism node in the region. Data from the Central Statistics Agency of Karanganyar Regency in 2024 recorded an area of around 7,002.94 hectares in Tawangmangu with a population of 49,021 people in 2023.¹⁷ The population density is around 700 people per square kilometer with the highest concentration in Tawangmangu Village and Karanglo Village. The intensity of tourism activities is reflected in the existence of 23 hotels

¹⁵ Ardiansah, A. I., and T. Fahmi. "Violation of General Provisions of Zoning and Space Utilization Regulations: Perspective on the Provisions of Article 26 of Law Number 26 of 2007 concerning Spatial Planning." *Journal of Urban and Regional Planning* (2025): 66.

¹⁶ Aldea Noor Alina et al., "Spatial Evaluation of the Realization of Spatial Pattern Plans of Regional Regulations of the Regional Spatial Plan of North Penajam Paser Regency," *Plano Buana Journal* 1, no. 4 (2025): 11.

¹⁷ Stenley Ade Kalosian et al., "Changes in Socio-Economic Conditions Due to the Conversion of Agricultural Land into Tourist Attractions in Kemuning Lor Village, Jember Regency," *Geography Learning Magazine* 7, no. 2 (2023): 5.



Figure 1, 2, 3. Map of RTRW Space Patterns in Karanganyar Regency
Source: Attachment to the Spatial Pattern Map of Karanganyar Regency Regional Regulation Number 1 of 2013 concerning the RTRW of Karanganyar Regency Year 2013–2032 jo. Karanganyar Regency Regional Regulation Number 19 of 2019

Figures 1, 2, and 3 present a map of the spatial pattern of the Regional Spatial Plan (RTRW) of Karanganyar Regency in 2013–2032 which is the main legal basis in this study. The three maps are official appendices to Karanganyar Regency Regional Regulation Number 1 of 2013 concerning the Karanganyar Regency RTRW for 2013-2032 as amended by Karanganyar Regency Regional Regulation Number 19 of 2019. These maps serve as visual instruments that depict the division of the area into various defined zones, including protected areas, cultivation areas, agricultural areas, residential areas, and tourism-designated areas that are the main focus of the research.

Figure 1 shows a map of the spatial pattern of Karanganyar Regency as a whole with the coverage of the administrative area of all sub-districts. This map provides a macro overview of the spatial distribution of different zoning zones at the district level. Protected areas are seen dominating the western and southern regions of Karanganyar Regency which are mountainous areas with hydrological protection and conservation functions, including protected

forest areas on the slopes of Mount Lawu. Cultivation areas and agricultural areas are spread across the central and eastern regions which have a more sloping topography. The area designated by tourism is marked by special colors concentrated in Tawangmangu Regency, Karangpandan, and part of Jatipuro Regency, confirming Tawangmangu's position as the main node for tourism development in Karanganyar Regency. This macro map is important to understand the relative position of Tawangmangu Regency in the context of the overall spatial planning of the district.

Figure 2 presents a spatial pattern map with a focus on the eastern region of Karanganyar Regency which includes Tawangmangu Regency and surrounding sub-districts such as Karangpandan, Ngargoyoso, and Jenawi. This map has a higher level of detail than Figure 1 so that the boundaries between the defined zones are more clearly visible. On this map, Tawangmangu Regency seems to be divided into several categories of designations: protected areas (dark green color) that dominate the southern and western parts (hilly areas and slopes of Mount Lawu), dryland agricultural areas (yellow) spread across the central region, as well as cultivation areas (orange) and tourism-designated areas (red) concentrated in Tawangmangu Village and Kalisoro Village. This map shows that the area designated for tourism in Tawangmangu is relatively limited and surrounded by protected areas and agricultural areas, so the expansion of the construction of tourism facilities must be carried out carefully so as not to exceed the boundaries of the designated zone.

Figure 3 is a spatial pattern map with a special focus on Tawangmangu Regency which is the research locus. This map has the highest resolution and displays the administrative boundaries of the village/sub-district along with the division of the zones determined in each region.

Based on this map, it can be more precisely identified that:

1. Tawangmangu Village is dominated by tourist areas (red) and cultivation areas (orange), with several dryland agricultural areas on the outskirts. This is in accordance with its function as a center of tourism activities and the center of sub-district government.
2. Kalisoro Village has a diverse composition of zones, with tourism-designated areas concentrated along the main road corridor to the Grojogan Sewu tourist attraction, while most of the area is a protected area (forest) in the south and a dryland agricultural area in the north.
3. The villages of Gondosuli, Blumbang, and Tengklik are dominated by protected areas (protected forests and water catchment areas) considering their hilly topography and located on the slopes of Mount Lawu.
4. The villages of Nglebak, Karanglo, Bandardawung, and Along are mostly dryland agricultural areas and limited cultivation areas, with little or no tourism area.
5. Plumbon Village has a mixed composition of agricultural areas, cultivation areas, and several tourist areas around the location of the Indonesian Essential House.

This map is the main reference in the overlay analysis to test the suitability of the location of accommodation facilities against the predetermined zoning. By comparing the coordinate points of hotels and lodgings with the zones on this map, it can be known whether a building is in a suitable zone (tourism or cultivation) or in an unsuitable zone (dryland agriculture or protected areas).

Based on the results of the overlay analysis between the spatial pattern map of the Karanganyar Regency RTRW and the data on the distribution of the location of tourist accommodation facilities, it can be seen that most of the

accommodation facilities are located in the zone of cultivation areas and areas determined by tourism. This condition shows that the construction of tourist facilities in general has followed the direction of space development set out in the RTRW document. However, the results of data processing also show that there are several points of accommodation facilities located in dryland agricultural zones, thus causing potential incompatibility between the actual space utilization and the space allocation that has been determined in the regional spatial plan.

The existence of tourist facilities in agricultural zones has the potential to cause administrative problems if development is carried out without going through a mechanism to change the space allocation or without obtaining valid approval in accordance with the provisions of laws and regulations. In the RTRW document, agricultural areas have a strategic function not only as a source of food production but also as part of the regional ecological system. Therefore, the conversion of agricultural land into a tourist accommodation development area must be carried out carefully and through procedures regulated in the spatial planning policy.

Normatively, the obligation to comply with the spatial plan has been regulated in Article 61 of Law Number 26 of 2007 concerning Spatial Planning which states that everyone is obliged to comply with the spatial plan that has been determined. This provision provides a legal basis for local governments to supervise and take action against space utilization activities that are not in accordance with the applicable zoning.¹⁸ In this case, local governments have an important role in ensuring that every development activity in the tourism area remains in line with the spatial planning policies that have been set.

The control of the use of space itself is regulated through

¹⁸ Evi Dwi Hastri, A.A. Muhammad Insany Rachman, and Rury Shafarinda, "Legal Sanctions in the Control of Residential Area Space Utilization through Licensing in Accordance with Urban Area Spatial Planning," *Journal of Criminal Proceedings of Wiraraja University* 9, no. 1 (2021): 8.

Article 35 of the Spatial Planning Law which states that control instruments include zoning regulations, licensing, providing incentives and disincentives, and the application of sanctions.¹⁹ In practice, administrative instruments such as Suitability of Space Utilization Activities (KKPR) and Building Approval (PBG) are important mechanisms in assessing whether the development plan is in accordance with the spatial plan. The process serves as an initial verification stage before construction is carried out so that it can prevent deviations in the use of space.

The results of 2 (two) interviews on February 13, 2026 and February 18, 2026 with the Tawangmangu Village apparatus, namely with Mr. Ismanto as the environmental coordinator, show control efforts through coaching to the community so that the construction of accommodation remains in harmony with the space allocation and pays attention to the carrying capacity of the environment. The village government is also involved in providing environmental road infrastructure to support tourism activities. Limited supervisory authority at the sub-district level and high investment pressure pose its own challenges in maintaining consistency in zoning implementation. Some developments are carried out without a complete licensing process, so they have the potential to violate spatial planning provisions.

Data on land cover changes for the 2013–2017 and 2017–2021 periods show an increase in built-up area and a decrease in vegetation cover area. These changes must be read as an indicator of spatial transformation that is closely related to the expansion of the tourism sector. Any spatial transformation must acquire administrative legitimacy in order to remain within the corridor of the spatial plan. If this process is ignored, the RTRW control function has the potential to be weakened.

The configuration of spatial planning in Karanganyar Regency, which is built on a hierarchy of norms starting from Law Number 26 of 2007 to Regional Regulation Number 19 of

¹⁹ Layla Mardiyani Fauziah, Nia Kurniati, and Imamulhadi, "Conversion of Agricultural Land into Tourist Areas in the Perspective of the Application of Land Use Principles," *Acta Diurnal: Journal of Notary Law* (2024): 6.

2019, has conceptually formed a complete and structured legal system. In the perspective of Hans Kelsen's legal theory of *Stufenbau des Rechts* (the theory of hierarchy of norms), this structure shows the existence of order and attachment between higher norms and those below them. RTRW as an operational legal product has translated the mandate of the law into technical instruments in the form of zoning regulations, licensing mechanisms (KKPR and PBG), and sanctions. This shows that from the aspect of norm formation, Karanganyar Regency already has an adequate regulatory basis to direct the use of space, including in the Tawangmangu tourism area, towards administrative order and legal certainty.²⁰

However, the existence of a complete norm structure does not automatically guarantee the effectiveness of the law at the implementation level. From the point of view of the legal work theory put forward by Lawrence M. Friedman, the effectiveness of law enforcement depends not only on the substance of good law, but also on the legal structure of law enforcement officials and the legal culture of society.²¹ The findings of accommodation facilities in inappropriate zones and the challenges of supervision at the village level show structural weaknesses (limited coordination and supervision capacity) and legal culture (high economic pressures that shift compliance with spatial norms). Thus, although the substance of the law has been systematically regulated, its effectiveness as an instrument of control depends heavily on strengthening institutional capacity and increasing the awareness and compliance of all stakeholders with the spatial plan that has been set.²²

²⁰ Hans Kelsen, *Pure Legal Theory: The Basics of Normative Law*, translated by Raisul Muttaqien (Bandung: Nusamedia, 2006), p. 45.

²¹ Lawrence M. Friedman, *Legal System: Social Science Perspective* (Bandung: Nusa Media, 2009), pp. 17-19.

²² Results of analysis and interviews with Tawangmangu Village officials, February 13, 2026.

C. Dynamics of Space Utilization and Tourism Control Analysis in Tawangmangu Regency

The development of tourism areas in Tawangmangu Regency has increased significantly in the last decade in line with the increasing flow of tourist visits and the expansion of investment in the accommodation sector. Tawangmangu's position as a mountainous tourist destination on the slopes of Mount Lawu encourages the growth of hotels, villas, homestays, and other forms of lodging spread across a number of villages and sub-districts. This growth places space as an object of competition between economic functions, ecological functions, and regional planning interests as stipulated in the 2013-2032 Karanganyar Regency RTRW.

Understanding the demographic structure and characteristics of the Tawangmangu Regency area is needed as a basis for analyzing the spatial use of tourism areas. Population variables are directly related to pressure on space, both in the form of housing needs, infrastructure provision, and the development of economic facilities. Population density and its distribution between villages/sub-districts also affect the pattern of development concentration and the intensity of land use changes.

Administratively, Tawangmangu District is one of the sub-districts in Karanganyar Regency which has the character of a mountainous area with a varied topography of hills and slopes.²³ Area and population are early indicators to assess the carrying capacity of space for the development of the tourism sector, which has experienced significant growth in the last decade.

The following is presented population data and area of Tawangmangu Regency.

²³ E Apriliyanto and colleagues, *Analysis of Factors of Land Use Change in Tawangmangu Regency, Karanganyar Regency in 2013 and 2019*, (University of Muhammadiyah Surakarta, 2021).

Table 3. Tawangmangu Regency Population and Area Data in 2025

Description	Value
Area Area	±7,002.94 hectares
Area (km ²)	±70.02 km ²
Total Population	49,110 Population
Population Density	±701 inhabitants/km ²
Number of Villages	10 Villages
Number of Villages	1 Village
Villages/Urban Villages with the Highest Density	Tawangmangu Village
Villages with Dominant Tourism Activities	Kalisoro, Karanglo

Source: Central Statistics Agency of Karanganyar Regency, 2025

Data shows that with an area of about 70.02 square kilometers and a population of 49,110 people, Tawangmangu Regency has a density level of around 701 people per square kilometer. This figure shows a moderate density category for mountainous areas that have limited flat space for development. The distribution of the population is concentrated in Tawangmangu Village and several villages that have dominant tourism activities, such as Kalisoro and Karanglo, indicating a pattern of agglomeration of economic activities in certain zones. The concentration of population and economic activities in these areas are closely related to the development of the tourism sector which is one of the main drivers of the economy in Tawangmangu Regency.

Population density in areas with hilly topographic characteristics has consequences for land use patterns. The limited flat space that can be used for construction causes the space that is physically suitable for construction to become increasingly limited. This condition has the potential to encourage the conversion of agricultural land and natural vegetation into built-up areas, especially to support tourism activities such as the construction of lodgings, restaurants, and other tourist facilities. Therefore, population growth followed by the development of economic activities can increase pressure on the availability of space in mountainous areas.

The administrative structure of Tawangmangu Regency consisting of 10 villages and 1 sub-district also has implications for the development supervision mechanism at

the regional level. Coordination between village governments, sub-districts, and regional apparatus organizations at the district level is an important factor in maintaining the compatibility between spatial planning and the realization of development on the ground. Without coordinated and consistent oversight, demographic pressures and economic growth stimuli from the tourism sector have the potential to accelerate the uncontrolled transformation of space.

Based on these characteristics, the demographic condition of Tawangmangu Regency can be positioned as an important variable in analyzing the dynamics of space utilization in tourism areas. Population data not only serves as statistical information about the number of population, but also as an initial indicator to understand the level of pressure on the spatial structure of an area. Thus, population analysis is an important basis for assessing the extent to which the development of the tourism sector affects the change in space use in Tawangmangu Regency.

The growth of the population spread across areas with hilly topography also interacts with the expansion of the tourism sector which is marked by an increase in the number of accommodation facilities. To get a clearer picture of the intensity of space utilization related to tourism activities, the following data is presented regarding accommodation facilities in Tawangmangu Regency.

Table 4. Tawangmangu Regency Accommodation Facility Data in 2023

Accommodation Type	Number of Units	Main Concentration Locations
Star Hotels	3	Tawangmangu Village
Non-Star Hotels	20	Tawangmangu, Kalisoro
City	35	Kalisoro, Karanglo
Homestay	112	Tawangmangu, Karanglo
Quantity	170	—

Source: BPS Karanganyar Regency 2024 (Village Potential 2021)

The data shows the dominance of small-scale lodging in the form of homestays which account for the largest proportion of all accommodation units. This structure shows that the expansion of the tourism sector is not only driven by large-scale investment, but also by the participation of local communities through housing-based accommodation

businesses. The concentration of facilities in Tawangmangu Village and Kalisoro Village shows a pattern of grouping economic activities in the main corridor to the Grojogan Sewu tourist attraction and the area around the sub-district center.

The accumulation of accommodation facilities in certain zones has the potential to increase the pressure on built-up space, especially in areas that have high accessibility and are close to tourist destinations. If not balanced with strict control of space use, this growth can encourage the conversion of drylands or open spaces that previously served as ecological buffers.²⁴

When associated with the spatial pattern of the Karanganyar Regency RTRW as regulated through Regional Regulation Number 1 of 2013 jo. Number 19 of 2019, the Tawangmangu area is divided into several categories of designation, including cultivation areas, dryland agricultural areas, protected areas, and tourism designation areas.²⁵ Spatial analysis through overlay techniques between the RTRW zoning map and the coordinate points of the accommodation facilities shows that most of the development is indeed in cultivation zones and tourism zones. However, a number of building points are also found in dryland agricultural areas. This condition raises questions about the consistency of the implementation of spatial planning in the process of granting development permits.

To understand the dynamics of spatial transformation that has occurred over the past decade, it is necessary to analyze land cover change as an empirical indicator of spatial function shifts. This change data provides a quantitative overview of the direction of land conversion before testing the suitability of spatial plan documents.

²⁴ Yuki Riswandha and Hadi Wahyono, "The Influence of Tourism Activities on Land Use Change in Tawangmangu District, Karanganyar Regency," *PWK Engineering (Urban Area Planning)* 6, no.2 (2017): 139.

²⁵ Naufal Ramaghani, Kusumastuti Kusumastuti, and Chrisna Trie Hadi Permana, "The Suitability of the Service-Based Environment of Food and Water Provider Ecosystems with the Spatial Pattern Plan of Karanganyar Regency," *Region: Journal of Regional Development and Participatory Planning* 19, no.2 (2024): 72.

Table 5. Land Cover Changes in Tawangmangu Regency in 2013–2023

Types of Land Cover	Year 2013 (Ha)	Year 2023 (Ha)	Changes (Ha)	Percentage Change
Settlements & Buildings	1.120	1.465	+345	+30,8%
Dryland Agriculture	2.480	2.210	-270	-10,8%
Rice Fields	540	510	-30	-5,5%
Forests & Vegetation	2.540	2.495	-45	-1,7%
Open Country	322	322	0	0%
Quantity	7.002	7.002	—	—

Source: The results of the interpretation of satellite images processed by the author by referring to data from the Central Statistics Agency of Karanganyar Regency (Tawangmangu Regency in Numbers) and the Tawangmangu Regency Monograph.

The data shows a significant increase in the 345-hectare residential and building category within ten years. The increase is directly proportional to the decrease in dry land agricultural area which has shrunk by around 270 hectares. This change indicates that there is a fairly intensive land conversion process from agricultural areas to built-up areas, especially in areas that have high accessibility and are close to the center of tourism activities in Tawangmangu District. The development of the tourism sector followed by the increasing need for accommodation, trade, and service facilities is also a driving factor for the transformation of space utilization in the region.

The decline in vegetation area and forest areas does seem to be a relatively small percentage, but in the context of mountainous areas such as Tawangmangu which have an ecological function as a water catchment area and buffer of environmental balance, this change still has important implications. Gradually reducing vegetation cover can affect environmental stability, including potential soil erosion, decreased water uptake, and changes in the balance of mountain ecosystems. Therefore, the balance between the built space and the shelter is an important indicator in assessing the effectiveness of controlling the use of space in this region.

The increase in built-up areas reaching more than thirty percent indicates a tendency for local-scale urbanization triggered by the development of economic activities, especially the tourism sector. This phenomenon shows that economic growth in tourist areas can have a direct impact on changes in the spatial structure of the region. In the context of spatial planning, these dynamics need to be controlled so that the development of tourist areas remains in harmony with the spatial plan that has been set.

Based on these conditions, land cover change data is an important basis for conducting further spatial analysis regarding the suitability of space use with the spatial pattern that has been determined in the Karanganyar Regency RTRW. Spatial analysis through overlay techniques between the RTRW zoning map and the coordinate points of tourism accommodation facilities shows that most of the development is indeed in the cultivation zone and the tourism determination zone. However, there are also several development locations outside the zone that require further study regarding the suitability of the use of space and the applicable licensing mechanisms.

Table 6. Accommodation Facility Overlay Results on RTRW Space Pattern

Designated Zones	Number of Accommodations	Percentage
Tourism Areas	68	40%
Cultivation Area	74	43,5%
Dryland Agriculture	22	13%
Protected Areas	6	3,5%
Quantity	170	100%

Source: The results of the GIS overlay analysis are based on Tawangmangu Regency accommodation facility data in 2023.

Most of the accommodation facilities in Tawangmangu Regency are in the cultivation zone and the tourism determination zone, namely 74 units (43.5%) in the cultivation area and 68 units (40%) in the tourism area. The distribution shows that most of the construction of accommodation facilities is still in zones that are officially permitted within the framework of the regional spatial plan. This condition shows that the direction of the development of tourism facilities in the Tawangmangu area generally follows

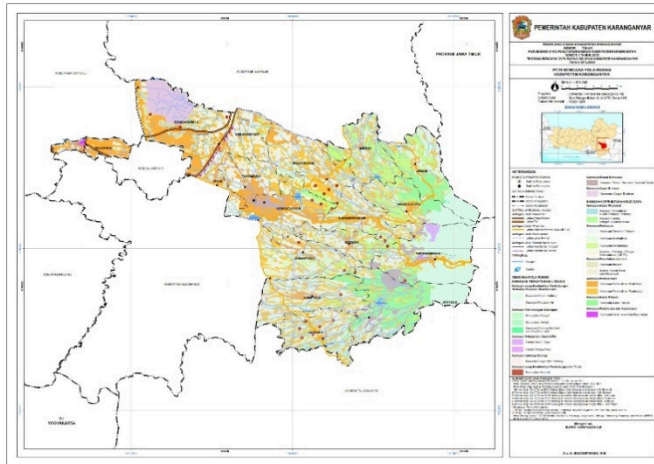
the spatial pattern set out in the Karanganyar Regency RTRW.

However, the results of the overlay analysis also showed that there were 22 accommodation units (13%) located in dryland agricultural zones, and 6 units (3.5%) were identified in protected areas. The existence of buildings in dryland agricultural zones shows the potential for land conversion that can affect the sustainability of agricultural functions in the area. Meanwhile, the existence of buildings in protected areas is a more problematic condition because the area has an important function in maintaining ecological balance, protecting the hydrological system, and stabilizing the slopes of mountainous areas.

The construction of accommodation facilities in protected areas has the potential to have an impact on environmental quality, such as increasing the risk of erosion, reducing the ability of the soil to absorb water, and disrupting the ecosystem protection function on the slopes of Mount Lawu. This condition shows that although most of the developments have followed RTRW zoning, there are still indications of incompatibility in the use of space in certain locations. This can be an indication that the mechanism for controlling the use of space, including the licensing process and supervision of development, has not been fully functioning optimally.

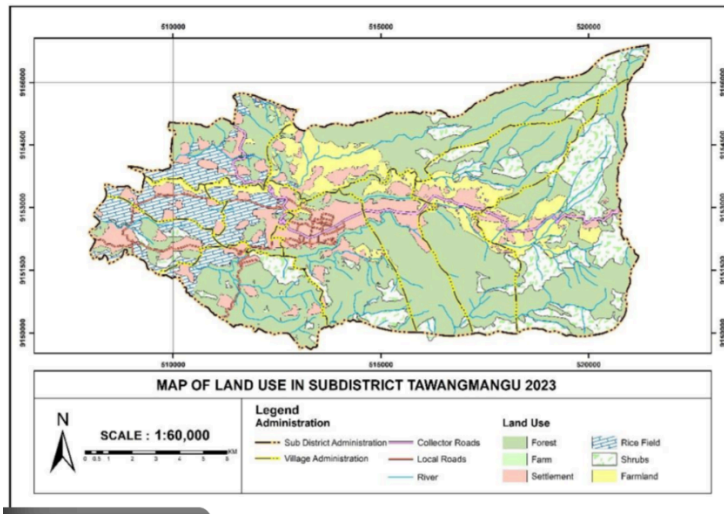
To provide a more comprehensive spatial understanding of the distribution of accommodation facilities in each of the specified zones, the visualization of the results of the overlay analysis between the spatial pattern map of the Karanganyar Regency RTRW and the distribution of the coordinate points of accommodation facilities is presented in Figure 4. The visualization not only serves as a cartographic illustration, but also as a means of spatial verification of the quantitative findings described earlier so that it can directly show the distribution pattern of accommodation facilities in relation to the applicable spatial use zoning.

Figure 4. Spatial Pattern Map of RTRW Karanganyar Regency in 2013–2032



Source: Karanganyar Regency Government, *Regional Regulation Number 1 of 2013 concerning the Regional Spatial Plan of Karanganyar Regency for 2013–2032* as amended by Regional Regulation Number 19 of 2019.

Figure 5. Distribution Map of Coordinate Points for Tawangmangu Regency Accommodation Facilities in 2023



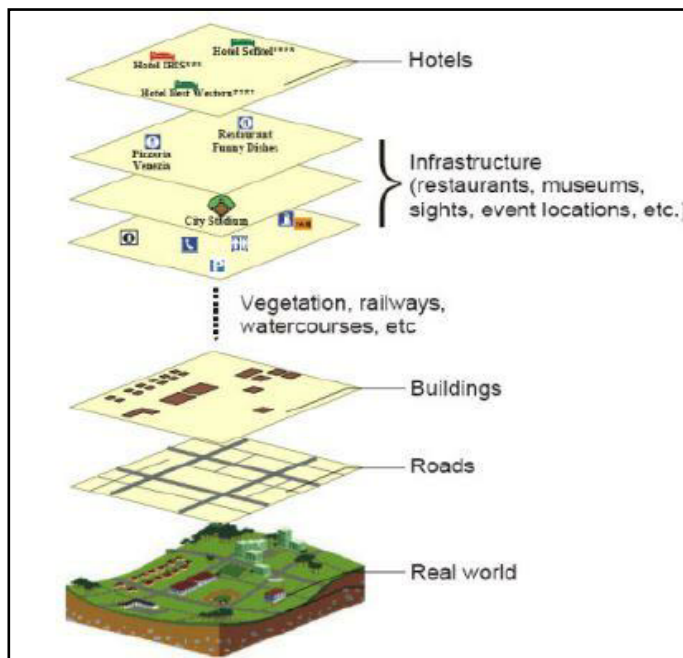
Source: Central Statistics Agency of Karanganyar Regency, *Karanganyar Regency 2024 Figures* (Karanganyar: BPS Karanganyar Regency, 2024).

Description:

- a. Dark green: Protected Area
- b. Yellow: Dryland Agriculture
- c. Orange: Cultivation

- d. Red: Tourism Allocation
- e. Blue Dot: Accommodation Facilities

Figure 6. Overlay Map of the Suitability of Accommodation Facilities with RTRW Space Patterns



Source: The results of the author's spatial analysis use data from the Karanganyar Regency Government (RTRW 2013–2032) and the Central Statistics Agency of Karanganyar Regency (2024).

Figures 4, 5, and 6 in this study are a series of interrelated visuals to analyze the suitability of space utilization in the tourism area of Tawangmangu Regency. Figure 4 presents a map of the spatial pattern of the Karanganyar Regency RTRW in 2013–2032 which is the normative legal basis in this study. Figure 5 shows a map of the distribution of the coordinate points of accommodation facilities (hotels and lodgings) in Tawangmangu Regency in 2023. Figure 6 is an overlay map between Figure 4 and Figure 5 which shows the level of suitability of the location of accommodation facilities with the zoning regulated in the RTRW. These three images are analyzed using the

perspective of Lawrence M. Friedman's theory of how law works because this theory is most relevant to explain the gap between legal norms and the reality of implementation in the field.

Lawrence M. Friedman in his theory of legal system theory states that the effectiveness of law enforcement is determined by three main components that must work synergistically, namely the substance of the law, the structure of the law, and the culture of the law. Friedman asserts that law cannot be understood solely as a collection of written rules, but rather as a complex system in which the three components interact with each other and influence each other. In the context of spatial planning in Tawangmangu Regency, the three components can be identified and analyzed systematically through Figures 4, 5, and 6.

First, the components of legal substances (*Legal Substance*) is clearly reflected in Figure 4 which is a map of the spatial pattern of the Karanganyar Regency RTRW. This map is a visual representation of the substance of spatial planning law as stated in Karanganyar Regency Regional Regulation Number 1 of 2013 concerning the Karanganyar Regency RTRW for 2013–2032 as amended by Regional Regulation Number 19 of 2019. The map contains binding legal norms regarding space allocation, zoning, and provisions regarding whether a development activity can be carried out in a certain location or not. The clear division of zones into protected areas (dark green color), dryland agricultural areas (yellow), cultivation areas (orange), and areas designated by tourism (red) shows that from the aspect of substance, the Karanganyar Regency Government has a complete, structured, and adequate legal instrument to direct the use of space in the Tawangmangu tourism area. Friedman asserts that good legal substance is a prerequisite for the functioning of the legal system, but is not an

automatic guarantee of the effectiveness of the law. In this case, Karanganyar Regency has met these prerequisites by having a comprehensive spatial planning document and having binding legal force.

Second, the components of the legal structure (*Legal Structure*) is reflected in the existence of Figures 4, 5, and 6 as technical instruments that must be used by law enforcement officials in supervising and controlling the use of space. The legal structure in this context includes institutions tasked with enforcing spatial planning laws, such as the Public Works and Spatial Planning Office (PUPR), the One-Stop Investment and Integrated Services Office (DPMPTSP), the Pamong Praja Police Unit, as well as sub-district and sub-district government officials. These agencies have the authority to verify permits, field surveillance, and take action against spatial planning violations. Figure 6 as a result of the overlay between the spatial pattern map (Figure 4) and the distribution of accommodation points (Figure 5) should serve as the basis for the legal structure to quickly and accurately identify the location of buildings that do not conform to the RTRW zoning. Thus, administrative actions such as warnings, temporary suspension of activities, or even the demolition of buildings can be carried out in accordance with applicable laws and regulations.

However, the existence of Figure 6 which shows that there are still 22 units of accommodation facilities (13%) in dryland agricultural areas and 6 units (3.5%) in protected areas shows that the legal structure has not functioned optimally in carrying out preventive and repressive supervision. A total of 28 building units (16.5%) in non-compliant zones must be identified early through the licensing mechanism. If each application for Suitability of Space Utilization Activities (KKPR) is verified by referring to the spatial pattern map (Figure 4), then buildings in non-

compliant zones may not obtain permits. The fact that these buildings continue to exist shows that there are weaknesses in the legal structure, both at the stages of licensing verification, construction supervision, and post-construction law enforcement. Interviews with Tawangmangu Village officials confirmed the limitations of supervisory authority at the sub-district level and the sub-district coordination between the village/sub-district government and technical services at the district level. Friedman asserts that a weak legal structure will thwart even good legal substance, because no institution is able to enforce such legal norms.

Third, the cultural component of the law (*Legal Culture*) is reflected in the pattern of the distribution of accommodation points in Figures 5 and 6. Legal culture is related to the attitudes, values, beliefs, and behaviors of the community and stakeholders towards the law. Friedman states that legal culture is "the attitudes and values associated with the law and the legal system, which, together with structure and substance, shape the way the law works in society." In the context of space utilization in Tawangmangu, the legal culture can be observed from the decisions of business actors and the community in determining the location of the construction of accommodation facilities.

The concentration of accommodation facilities in Tawangmangu Village and Kalisoro Village (Figure 5) which reached 91 units of hotels and lodgings (53.5% of the total) shows that the economic value of strategic locations (close to Grojogan Sewu tourist attractions and the center of sub-district activities) is a very strong determinant in investment decision-making. Business actors tend to choose locations that promise the highest economic benefits, even though those locations may not fully match the space allocation in the RTRW. This shows that economic considerations often trump considerations of compliance with legal norms in

society's legal culture.

The existence of 28 units of accommodation facilities (16.5%) in dryland agricultural zones and protected areas (Figure 6) shows that the level of compliance with spatial norms is still low. Economic pressure and high demand for land for tourism accommodation have shifted the legal awareness of the community and business actors to comply with the provisions of the RTRW. Interviews with Tawangmangu Village officials confirmed that many developments are carried out without a complete licensing process, which shows the weak legal culture in complying with applicable administrative procedures. The public and business actors tend to view licensing as a mere formality, not as an important instrument to ensure order and sustainability of space utilization.

Friedman emphasized that the three components of the legal system, substance, structure, and culture must work synergistically for the law to function effectively in society. Figure 4 shows that legal substances (*Legal Substance*) spatial planning in Karanganyar Regency has been well organized. The local government already has a complete and comprehensive RTRW document as a guideline for the use of space. However, Figure 6 shows that the legal structure (*Legal Structure*) has not been functioning optimally. Spatial planning law enforcement agencies have not been able to effectively supervise and prosecute violations that occur. As a result, even though the legal substance is good, violations still occur and are allowed to occur. Meanwhile, Figures 5 and 6 also show that legal culture (*Legal Culture*) society and business actors are still weak, characterized by low compliance with spatial norms and a high preference for economic considerations over legality considerations.

The inequality between the three components causes incompatibility in the use of space in Tawangmangu Regency.

Friedman reminded that legal development is not enough only to improve the substance of the law (for example, by drafting good regulations), but must also be accompanied by strengthening the legal structure (law enforcement agencies) and transforming the legal culture of society. In the context of spatial planning in Tawangmangu, simultaneous efforts are needed to: (1) ensure that the legal substance of the RTRW continues to be updated in accordance with the dynamics of regional development; (2) strengthening the institutional capacity of spatial planning supervisors, including by utilizing geographic information system technology and electronic licensing systems; and (3) increase public awareness and compliance with spatial planning norms through consistent socialization, coaching, and law enforcement.

D. Conclusion

The configuration of spatial planning in Karanganyar Regency has been prepared through a systematic and tiered legal construction, starting from Law Number 26 of 2007 concerning Spatial Planning to Regional Regulation of Karanganyar Regency Number 1 of 2013 jo. Number 19 of 2019 concerning the RTRW of Karanganyar Regency in 2013–2032. The legal framework has clearly established the spatial structure and spatial pattern through the RTRW map which divides the area into protected areas, cultivation areas, agricultural areas, and designated tourism areas. From the aspect of legal substance from the perspective of Lawrence M. Friedman's legal theory, Karanganyar Regency has an adequate regulatory basis to direct the development of tourism areas in an orderly and measurable manner. Spatial planning legal norms have been formulated comprehensively in regional regulations which are equipped with control instruments in the form of zoning regulations, permits (KKPR and PBG), incentives and disincentives, and administrative sanctions. Thus, normatively, the spatial planning system in

Karanganyar Regency has met the formal prerequisites for the implementation of orderly and sustainable spatial utilization.

The dynamics of space utilization in Tawangmangu Regency show that although the majority of accommodation facilities (142 units or 83.5%) are in accordance with the RTRW, there are still 28 units (16.5%) located in dry land agricultural zones and protected areas based on the results of the overlays in Figures 4, 5, and 6. In the perspective of Friedman's theory, this condition reflects the inequality between the three components of the legal system. From the aspect of legal structure (*Legal Structure*), spatial planning law enforcement agencies have not functioned optimally in permit verification and field supervision, as evidenced by the existence of buildings in non-conforming zones that must be prevented through strict licensing mechanisms. From the aspect of legal culture (*Legal Culture*), low compliance of the community and business actors with spatial planning norms is reflected in investment decisions that are based more on economic considerations (strategic value of locations near tourist attractions) than compliance with RTRW zoning provisions. The transformation of land cover, which shows an increase in built-up area of 345 hectares (30.8%) and a decrease in agricultural land by 270 hectares (10.8%) in the 2013–2023 period, strengthens the indication of the need to strengthen the legal structure through the optimization of geographic information systems, integration of licensing data, improved institutional coordination, and consistent enforcement of administrative sanctions so that the RTRW does not only function as a formal planning document, rather, it is an instrument to guide effective and sustainable development.

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