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Conflict Of Intrest In Core Zone Conservation Against Community Land Use In The Parangtritis Sand Dunes

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Abstract

Sand Dunes are a unique natural phenomenon, especially in tropical regions such as Indonesia. Their existence has led some communities to establish buildings and economic activities for their livelihoods. These buildings and activities certainly threaten the sustainable existence of the sand dunes, thus requiring serious responses and efforts from policymakers. This study examines the conflict of interest between the local government and the Parangtritis community in the utilization of the Parangtritis Sand Dunes. The method used is empirical juridical, which combines the analysis of legal norms with social reality in the field. Primary

data used are interviews with related parties, namely the Bantul Regency Government and the community around the core zone. The research results show that land tenure carried out by the community is not based on legitimate rights under Law Number 13 of 2012 and the Regulation of the Governor of the Special Region of Yogyakarta Number 33 of 2017. Buildings and activities frequently carried out in the core zone also threaten the existence of the dunes and obstruct the wind flow that carries sand material. This study finds that community collaboration and awareness for sustainable environmental utilization are necessary to prevent the extinction of the Parangtritis Sand Dunes.

Keywords

Conflict, Land Utilization, Conservation, Parangtritis Sand Dunes

A. Introduction

Indonesia is a state of law (Rechtsstaat) as stipulated in Article 1 Paragraph (3) of the 1945 Constitution of the Republic of Indonesia. Indonesia as a state of law has the function of realizing a democratic life that is socially just and humane.¹ In a state of law, every implementation of policy and life must comply with the applicable laws and regulations, including in the control and utilization of land.

Land is the surface of the earth where living beings, including humans, animals, and plants, develop and survive. The relationship between humans and land cannot be separated because the two are interconnected. Land has a dual function, namely as a natural resource that must be preserved and as a development capital for the welfare of

¹Sayuti. "The Concept of Rechtsstaat in Indonesia's State of Law (A Review of Azhari's Views)." *Nalar Fiqh* 4, no. 2 (2014): hlm.96

society.² The regulation of land in Indonesia is governed by Law Number 5 of 1960 concerning Basic Regulations on Agrarian Principles (UUPA), which affirms that all land within the territory of the Republic of Indonesia is the common land of the Indonesian nation, controlled by the state for the greatest prosperity of the people.

The control and utilization of land cannot be carried out freely without regard to aspects of environmental sustainability. Indonesia as a constitutional state of law has an obligation not only to utilize natural potential but also to pay attention to the surrounding ecosystem. This is mandated in Article 33 paragraphs (3) and (4) of the 1945 Constitution of the Republic of Indonesia, which reads: "The earth, water, and natural resources contained therein are controlled by the state and used for the greatest prosperity of the people," and paragraph (4) reads: "The national economy shall be organized based on economic democracy with the principles of togetherness, just efficiency, sustainability, environmental awareness, self-reliance, and by maintaining the balance of national economic progress and unity." These provisions indicate that the control and utilization of natural resources must adhere to the principles of sustainability and environmental conservation.

The central government also recognizes and respects customary law communities along with their traditional rights insofar as they are consistent with the development and principles of the Unitary State of the Republic of Indonesia, as written in Article 18B paragraph (2) of the 1945 Constitution. One of the provinces granted special rights to govern its

²Gustiva Andri, "Politik Hukum Terhadap Hak Ulayat Dalam Simpul Landreform (reformasi lahan) di Indonesia", *Jurnal Hukum Lex Generalis Vol.5 No.9*. (Universitas Islam Negeri Sunan Kalijaga Yogyakarta, 2024), hlm.3

people based on customary law is Yogyakarta. The granting of these special rights is based on historical reasons, so that under Article 4 paragraph (1) of Law Number 3 of 1950, the Special Region of Yogyakarta (DIY) has the authority to manage several matters within its own household, one of which is the field of agrarian affairs or land. This is further regulated in Law Number 13 of 2012 concerning the Special Region of Yogyakarta, making the land regulations belonging to the Yogyakarta Sultanate increasingly clear.

Sand dunes are a natural phenomenon with a very unique and rare ecological value, especially in tropical regions in Indonesia.³ The Parangtritis Sand Dunes, located in Bantul Regency, Special Region of Yogyakarta, are among the sand dune areas in Indonesia that to this day require conservation efforts. This area has very important ecological functions as a coastal abrasion barrier, wind controller, habitat for rare flora and fauna, and groundwater absorber.⁴ The Parangtritis Sand Dunes have also been designated as part of Geopark Jogja as written in the Decree of the Minister of Energy and Mineral Resources of the Republic of Indonesia Number 171.K/GL.01/MEM.G/2025 concerning the Designation of the National Geopark of Jogja. The Parangtritis Sand Dunes were designated as a Geopark Jogja area because they hold philosophical value as a cosmological axis or imaginary line connecting Mount Merapi to the Yogyakarta Palace area and toward Parangtritis. An illustration of the imaginary line can

³Lestario Widodo, "Gumuk Pasir Parangtritis Konservasi Versus Konservasi (Sebuah Tinjauan Penggunaan Lahan Dengan Model Dinamik)", *Jurnal Teknik Lingkungan* Vol.4 No.1, (Pusat Pengkajian dan Penerapan Teknologi Lingkungan Badan Pengkajian dan Penerapan Teknologi Jakarta, 2011), hlm.21

⁴Sri Haryati & Sutanto Trijuni Putro, "Pengaruh Tutupan Vegetasi Terhadap Laju Sedimentasi di Gumuk Pasir Parangtritis", *Jurnal Rekayasa Lingkungan* Vol.19 No.1, (Institut Teknologi Yogyakarta, 2019), hlm.3

be seen through the figure below.

Figure 1. An illustration of the imaginary line of Geopark Yogyakarta



(Source: https://suarakreatif.com/sumbu-kosmologis-yogyakarta-sebagai-warisan-budaya-dunia/#goog_fullscreen_ad, 2026)

The sand dune area is a strategic environmental zone that serves as a center for the empowerment of science and research, as stated in Regional Regulation (Perda) of Bantul Regency Number 04 of 2011 concerning the Regional Spatial Plan (RTRW) for 2010–2030, Article 65 Paragraph 4. The designation of strategic areas is based on their very significant influence on environmental functions, state sovereignty, or ecosystems that need to be protected. Technically, protected areas are defined as territories designated with the primary function of protecting the sustainability of the living environment, encompassing natural resources, man-made resources, as well as historical and cultural values of the nation, as regulated in Law Number 26 of 2007 concerning Spatial Planning and Government Regulation Number 26 of 2008 concerning the National Spatial Plan. In the stratification of protected area classification, the Parangtritis Sand Dune area falls under the category of geological protected areas as well as strategic environmental areas, given its existence as a unique

landscape of the barchan type, which is rare in Southeast Asia and irreversible if damaged. Furthermore, this area also functions as a coastal sediment controller, abrasion buffer, and natural laboratory for geomorphological and ecological studies, so that the control of its spatial utilization is strictly regulated through zoning regulation instruments and the Spatial Utilization Activity Suitability (KKPR) mechanism to prevent land conversion that is inconsistent with its protective function

The existence of the Parangtritis Sand Dunes has been declining year by year. Much of the declining sand dune area has become reforestation zones and residential settlements. A paradigm shift regarding sand dunes is the reason for the decline in the area of the Parangtritis Sand Dunes. This paradigm shift occurred because in the 1980s, sand dunes were considered degraded land, leading the government, through the Agriculture and Forestry Office of Bantul Regency, to carry out reforestation activities in the area.⁵ This reforestation caused the growth rate of the sand dunes to be hampered, as the wind flow carrying sand material was blocked by the standing trees.⁶ Buildings erected in several areas of the sand dunes have also disrupted the growth of the dunes. The Kretek Bridge connecting toward Parangtritis became the initial factor driving many residents to migrate toward Parangtritis. Thus, bridge infrastructure and highways became the means by which communities mobilized from one area to another and served as a means of livelihood for the community.⁷ The images of the sand dune area from

⁵Khusnul Khatimah, et al, "Economic Valuation Analysis of the Parangtritis Sand Dunes in Kretek District, Bantul Regency, Yogyakarta." *Jurnal Ekonomi dan Pembangunan Indonesia* 17, no. 2 (2017),page 145

⁶Kenneth Pye, Haim Tsoar, *Aeolian Sand and Sand Dunes*, (Springer:United Kingdom, 2009), page.33

⁷Karin Zahra, dkk., "Analisis Dampak Pembangunan

previous years, which illustrate the degradation, can be seen in the following figures.

Figures 2, 3,4. Photos showing the declining existence of the Parangtritis Sand Dunes over the years: the top photo from 1976, the second from 2015, the third from 2025



Infrastruktur Jalan terhadap Pertumbuhan Ekonomi Kecamatan Medan Tembung”, *Jurnal Kajian Ekonomi & Bisnis Islam* Vol.5 No.3 (Fakultas Ekonomi Universitas Medan, 2024), hlm. 1859-1861



(Source: Mapping Data of the Coastal and Sand Dune Geospatial Center)

The Government of the Special Region of Yogyakarta together with the Bantul Regency Government designated the sand dune area as a conservation zone, as stated in the Bantul Regent Regulation Number 47 of 2024 concerning the Parangtritis Sand Dune Restoration Action Plan for 2024–2029. Under this regulation, the sand dune conservation area is divided into three zones: the core zone, the restricted zone, and the supporting zone. The core zone is the area that must be fully protected for the purposes of conservation and restoration of the sand dune ecosystem. The supporting zone is the area designated for research, educational activities, and conservation support, such as the Coastal and Sand Dune Geospatial Center, which functions to map and monitor the condition of the sand dunes. Meanwhile, the restricted zone is the area that has already been inhabited by the community and is therefore still permitted for limited activities, on the condition that no new settlements are added.⁸ The map of divided zone in Parangtritis Sand Dunes

⁸Eka Damayanti, et al, "Partisipasi Masyarakat Dalam Upaya Konservasi dan Pengembangan Pariwisata Gumukpasir di Desa Parangtritis Kecamatan Kretek Kabupaten Bantul Tahun 2020", *Indonesian Journal of Environment and Disaster* Vol.1 No.2 (Program Studi Pendidikan Geografi, FKIP, Universitas Sebelas

can be seen on this figures below.

Figure 5. Map of Conservation Zone Division of the Parangtritis Sand Dunes.



(Source: Coastal and Sand Dune Geospatial Information Center)

In its implementation, the established zoning system faces serious obstacles. The core zone, which should be free from human activity, is still being used by the community for various economic purposes. Based on field observations and reports from the Coastal and Sand Dune Geospatial Center, activities such as cattle farming, fish ponds, seasonal crop farming, trading stalls, and even the operation of jeep tourism vehicles passing through areas that should be protected have still been found. These activities not only violate the zoning provisions but also cause physical damage to the sand dunes, such as soil compaction due to livestock and vehicle treading, sand erosion, and changes in the morphological structure of the dunes.

The community considers that the land in the sand dune

Maret Surakarta, 2022), hlm.37

area is land that can be utilized collectively because it belongs to the Sultanate. This perception is reinforced by the principle of communal village land ownership passed down through generations, so that the Sultan cannot arbitrarily take such lands.⁹ The utilization of Sultan Ground land should go through formal procedures by obtaining permission from the Sultanate, manifested in the form of a *Surat Kekancingan* or *Magersari* as proof of the right to use Sultanate land.¹⁰ Without a *Surat Kekancingan*, the utilization of Sultan Ground land can be categorized as possession without a valid legal basis. Even in several community demonstrations rejecting conservation efforts, they argued that the sand dune land belongs to the people, citing Law Number 5 of 1960 concerning Agrarian Principles, which carries the spirit of socialism.¹¹

This study uses several previous studies as references and foundations for analyzing community land tenure in the core zone of the Parangtritis Sand Dunes. These prior studies make important contributions to understanding the complexity of the problems that occur, both from juridical, economic, and socio-cultural aspects.

First, research conducted by Hardian Wahyu shows that there is a fundamental difference in perspective between the Parangtritis Sand Dune community and the local government regarding the ownership status of the land they control. The community believes that land utilization in the Parangtritis

⁹Nur Aini Setiawati, *Dari Tanah Sultan Menuju Tanah Rakyat* (STPN Press: Yogyakarta, 2011), hlm.125

¹⁰Ahmad Musin, et al, *Surat Kekancingan Tanah Sultan Ground* (Deepublish:Yogyakarta, 2019,hlm.144

¹¹Hardian Wahyu W., "Studi Fenomenologi Makna Penggusuran Penghuni Gumuk Pasir Parangtritis", *Jurnal Administrasi dan Kebijakan Publik Vol.III No.1* (Fakultas Ilmu Sosial dan Ilmu Politik Universitas Gadjah Mada, 2017),hlm.13-14

Sand Dune area should be based on the Basic Agrarian Law (UUPA), which upholds the principle of land for the prosperity of the people, rather than the Special Region of Yogyakarta Law that regulates Sultan Ground. This perspective reflects a gap in legal understanding among the community regarding the agrarian legal system specifically applicable in the Special Region of Yogyakarta, where Sultan Ground has a different legal regime from state land in general. This finding aligns with field research results showing that the majority of the community does not understand or is even unaware of the obligation to obtain a *Surat Kekancingan* from the Sultanate as a valid requirement for utilizing Sultan Ground.

Second, research by Khusnul Khatimah et al. reveals the highly significant role of economic factors in the land tenure conflict at the Parangtritis Sand Dunes. The community has carried out economic activities such as trading, livestock farming, and managing fish ponds from generation to generation for many years without any intervention or supervision from the local government. The absence of such intervention has created a perception among the community that their activities are legal and permitted. Furthermore, the research emphasizes that the community is highly economically dependent on the land they control in the core zone, so that if eviction is carried out without adequate alternative solutions, they will lose their primary source of income and fall into poverty. These findings underscore the importance of a holistic approach to conflict resolution that considers not only legal and conservation aspects, but also the economic welfare of the community.

Third, research conducted by Della Ananto Kusumo explains that clear legal certainty is needed regarding the use of Sultan Ground, particularly in the Parangtritis Sand Dune area. The existing legal uncertainty means that the community lacks formal documents from either the National

Land Agency (BPN) or the Sultanate. On one hand, the community has no legal certainty over the land they control, leaving them living in uncertainty and fear of eviction at any time. On the other hand, the government and the Sultanate also face difficulties in enforcing the law and carrying out conservation because there is no clear mechanism for resolving this conflict. Therefore, Kusumo's research recommends the need for firm and comprehensive regulations governing the procedures for utilizing Sultan Ground in conservation areas, so that the community has clarity about their rights and obligations, and the government has adequate legal instruments to enforce conservation zoning rules.

These three prior studies provide an important foundation for this research in understanding the complex dimensions of the problem. This study complements and deepens previous analyses by comprehensively examining community land tenure from three legal perspectives – national agrarian law, environmental law, and Sultanate customary law – identifying concrete obstacles in the implementation of conservation zoning policies, and formulating legal solutions that are not only theoretically sound but also practically implementable while considering aspects of social justice and community welfare.

Based on the description of the problems above, an in-depth study is needed to juridically analyze how land tenure in the core zone of the sand dune conservation area occurs, the factors causing conflicts of interest, and how resolutions can balance environmental conservation interests with the protection of community rights. Therefore, the research questions in this study are: "How is land tenure and legal status in the core zone of the Gumuk Pasir Parangtritis conservation area?" and "How does land utilization affect the restoration of the core zone of the Parangtritis Sand Dunes?".

This study uses an empirical juridical method, which combines the analysis of legal norms with social reality in the field. The normative approach is used to analyze laws and regulations related to land tenure and area conservation, such as Law Number 5 of 1960 concerning Basic Regulations on Agrarian Principles (UUPA), Law Number 5 of 1990 concerning Conservation of Natural Biological Resources and Their Ecosystems, Law Number 32 of 2009 concerning Environmental Protection and Management, Law Number 13 of 2012 concerning the Special Region of Yogyakarta, and Bantul Regent Regulation Number 47 of 2024 concerning the Parangtritis Sand Dune Restoration Action Plan for 2024–2029. The empirical approach aims to observe the implementation of conservation zoning policies in the field, particularly in the core zone of the Parangtritis Sand Dunes. Data sources include laws and regulations, scientific literature, government reports, and interviews with stakeholders.

The research approach is analyzed qualitatively by connecting legal norms with social conditions in the field. This study identifies community land tenure without a valid legal basis in the core zone of the conservation area with Sultan Ground status, obstacles in the implementation of zoning policies, and legal solutions to resolve the conflict of interest between conservation and community land tenure. Through this approach, the study aims to provide a deeper understanding of the effectiveness of conservation policy as an instrument for fair and sustainable ecosystem protection.

B. Land Tenure in The Core Zone of The Parangtritis Sand Dunes Conversation Area

Community land tenure in the core zone of the Gumuk Pasir Parangtritis conservation area constitutes a complex issue because it involves several different legal systems that may potentially conflict with one another. To analyze such

tenure, it is necessary to examine it from three legal perspectives: national agrarian law, environmental law, and the customary law of the Yogyakarta Sultanate. These three perspectives provide a comprehensive understanding of the legality of community land tenure in the core zone from a juridical standpoint.

Control over a parcel of land requires a legal basis as stipulated in Article 4 paragraph (1) of the Basic Agrarian Law (UUPA). Land tenure granted by the state to the community includes ownership rights, cultivation rights, building use rights, use rights, lease rights, the right to clear land, the right to collect forest products, as well as other rights not included in the aforementioned categories, which will be determined by law. Land tenure without a legal basis may lead to issues such as land disputes and agrarian conflicts.¹² These issues may arise not only between individuals but also between individuals and the government. The causes of such problems can generally be classified into three categories: political influence, lack of legal awareness, and economic factors.

In the case of community land tenure around the Gumuk Pasir Parangtritis conservation area, which is divided into supporting zones, core zones, and limited zones, there is a particular level of complexity. This complexity lies not only in juridical aspects but also in historical, cultural, and socio-economic aspects that have developed over a long period. Fundamentally, the land status within these zones is unique because it is classified as Sultan Ground, which differs from state land in other regions of Indonesia.

1. Historical Background of Sultan Ground in the Parangtritis Area

Sultan Ground is land owned by the Sultanate with its own

¹²Rizal, Said, Bobby Chayadi, Lineus Fredorico, and Tania Novebriani Lase. "Tinjauan Yuri di Atas Sengketa Kepemilikan Tanah di Desa Pematang Johar, Kecamatan Labuan Deli Kabupaten Deli Serdang (Studi Kasus Putusan PN No. 112/Pdt. G/2017/PN. Lbp)." *Unes Law Review* 4, no. 3 (2022): 407-416.

legal system based on Javanese customary law and recognized by national law through the Special Region of Yogyakarta Law. Based on Law Number 13 of 2012 concerning the Special Region of Yogyakarta, particularly Article 7 paragraph (2), the Yogyakarta Sultanate has authority in land affairs which includes::

- a) Regulating the land use of the Sultanate and Duchy;
- b) Regulating matters of land rights of the Sultanate and Duchy, including the rights of management, utilization, and release;
- c) Stipulation of management rights over Sultanate and Duchy land.

This provision confirms that Sultan Ground land has a special status within Indonesia's agrarian legal system. Sultan Ground is not state land as regulated under the UUPA, but rather land owned by the Sultanate with its own legal system. Therefore, the utilization of Sultan Ground must follow the mechanism established by the Sultanate, namely through the granting of permission in the form of a Surat Kekancingan or Magersari.

The Parangtritis Sand Dune area is a zone whose land status belongs to the Keraton Ngayogyakarta, commonly referred to as Sultan Ground (SG).¹³ During the era of the Islamic Mataram Kingdom, there was a place in the Parangtritis Sand Dune area called Penilasan Cepuri. This site was used by King Panembahan Senopati, the founder of the Islamic Mataram Kingdom, as a place to perform semedi (spiritual meditation) with Kanjeng Ratu Kidul (the spiritual ruler of the Southern Sea in Javanese belief) to seek guidance, assistance, and prosperity for the Mataram Kingdom. This place holds an extremely high sacred value in the Keraton tradition and is believed to be the location where

¹³Mariyasih dan Joko Kristanto, "Kajian Perubahan Penggunaan Lahan dan Sosial Ekonomi Masyarakat Akibat Pengembangan Pariwisata Kawasan Parangtritis", *Jurnal Bumi Indonesia* 4, no. 4 (2015): 228339.

Panembahan Senopati received spiritual legitimacy to lead the kingdom.

Over time, the Keraton Ngayogyakarta Hadiningrat, which was a split from the Islamic Mataram Kingdom following the Giyanti Treaty of 1755, continued to use Penilasan Cepuri as a very important cultural and spiritual asset.¹⁴ Therefore, the land status of the Penilasan Cepuri area and its surrounding region, including the Parangtritis Sand Dunes, was designated as Sultan Ground, which is land belonging to the Keraton. This status not only carries a legal dimension but also a very strong spiritual and cultural dimension within the belief system of Javanese society, particularly the people of Yogyakarta.

Penilasan Cepuri subsequently developed into a religious tourism destination because every year a traditional Labuhan ceremony is held to commemorate the great feast day of the Keraton Ngayogyakarta. Tourism is one of the important drivers of the economic wheel that contributes significantly to improving the welfare of the community, especially those living around tourism sites.¹⁵ Therefore, some members of the community then built trading facilities around the Cepuri area and along the route leading to Parangkusumo Beach to meet their economic needs. These trading activities include the sale of food, beverages, souvenirs, vehicle rentals, tour guide services, and adult entertainment venues. Over time, these economic activities continued to grow and expand into areas that are now designated as the core conservation zone of the Parangtritis Sand Dunes.

2. Dynamics of Land Tenure in the Core Zone of the Gumuk Pasir Parangtritis Area

¹⁴Ramdhani Surya Putra dan Dyah Kumalasari, "Kraton Yogyakarta Tahun 1755-1816." *Jurnal Pendidikan Sejarah* 5, no. 1 (2018): 75-83.

¹⁵Tati Haryati & A Gafar Hidayat, "Konsep Wisata dari Perspektif Ekonomi Masyarakat", *Jurnal Pendidikan IPS* Vol.9 No.2 (STKIP Taman Siswa Bima, 2019), hlm.118

The Parangtritis Sand Dune area has a very complex history of land tenure, full of dynamics involving various actors and differing interests over time. This complexity is not only related to the formal juridical aspects of land ownership status, but also to the historical, political, economic, and socio-cultural dimensions that are intertwined and influence patterns of area utilization from time to time.

The Parangtritis Sand Dune area has the status of Sultan Ground, or land belonging to the Keraton Ngayogyakarta Hadiningrat, which has a special standing within Indonesia's agrarian legal system. In the conception of Javanese customary law applicable in the Keraton, the Sultan as the land owner has the rights and obligations to manage the land for the welfare of the people while preserving the spiritual and cultural values contained within it.¹⁶ However, in its development, the control of Sultan Ground in the Parangtritis Sand Dune area has not proceeded as it should according to the Sultanate's customary legal system, which requires every utilization of Sultan's land to receive formal permission in the form of a Surat Kekancingan or Magersari.

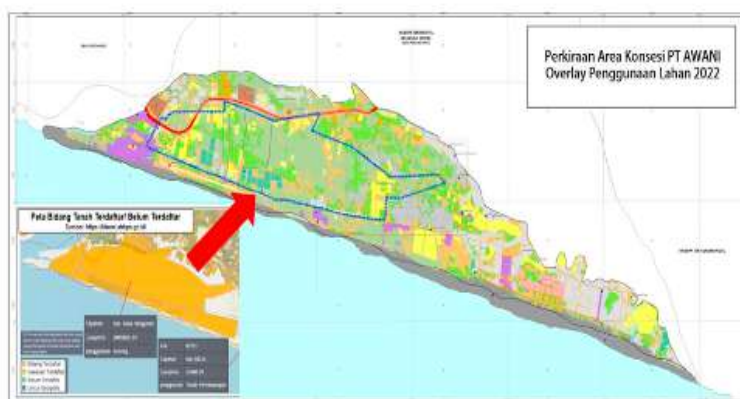
The dynamics of land tenure in the Parangtritis Sand Dune area became increasingly complex with the entry of corporate actors with large commercial interests in the area. One important milestone in the history of the area's utilization was the entry of PT Awani, a property and tourism development company, which succeeded in obtaining a Building Use Rights (HGB) certificate in the vicinity of the sand dune area covering an area of two hundred hectares in the 1990s.¹⁷ The acquisition of such an extensive HGB by PT Awani raised many questions and controversies, given that the land in the area had Sultan Ground status, which should not have had an HGB certificate issued without prior approval

¹⁶Sutardjo Adisusilo, *Sejarah Pemikiran Barat: Dari yang Klasik Sampai yang Modern* (Yogyakarta: USD Press, 2012), hlm. 156-158.

¹⁷Della Ananto Kusumo, "Inkonsistensi Penggunaan Tanah Kasultanan Bukan Keprabon Kasus: Gumuk Pasir Parangkusumo" (Tesis Magister, Universitas Gadjah Mada, 2023), hlm.46

and release of rights from the Keraton. However, in the political context of the New Order era, in which the relationship between the central government and traditional institutions such as the Keraton tended to be subordinate and in which investment-oriented economic development policies were prioritized above other considerations, the issuance of HGB certificates for large corporations over Sultan's land could occur through various mechanisms that were not always transparent and participatory.¹⁸

Figures 6. Estimated Map of PT Awani Concession Area



(Source: Master's Thesis in Regional and Urban Planning by Della Ananto Kusumo, 2026)

As seen in the figure, the acquisition of two hundred hectares of land by PT Awani was intended for the construction of a luxury tourist resort and golf course targeted at attracting high-end domestic and international tourists. This ambitious project was considered one of the largest tourism development projects in Yogyakarta at the time, expected to make a significant contribution to Regional Own Revenue and open employment opportunities for the local community. The construction of the resort and golf course by PT Awani began in the late 1990s with high optimism. However, the project soon faced various obstacles

¹⁸Noer Fauzi Rachman, *Land Reform dari Masa ke Masa* (Yogyakarta: Tanah Air Beta, 2012), hlm. 134-138.

that ultimately caused it to stall and remain unfinished to this day. The first and most fundamental obstacle was financing. The Asian economic crisis that hit Indonesia in 1997–1998 caused the collapse of the rupiah exchange rate and froze access to bank financing, making it difficult for PT Awani to obtain funds to continue construction that required a very large investment.¹⁹

This uncertain economic condition was further compounded by the political instability that occurred during the transitional period from the New Order to the Reform era in 1998. The construction of the resort by PT Awani, which held formal permits and an HGB certificate, was halted due to economic and political constraints, while illegal construction by communities without formal permits continued massively during the same period. This phenomenon reflects a contradiction in law enforcement in Indonesia, where large actors with capital and formal permits can have their activities stopped by external factors such as economic crises, while small actors without formal permits can continue to operate without any meaningful law enforcement action from the government. This illegal construction included the erection of permanent stalls, simple lodging huts, livestock pens, and residences.

Awareness of the need for control and spatial planning of the Parangtritis area, including the Sand Dune area, began to re-emerge in the mid-2000s after political conditions stabilized and local governments began to consolidate. One important policy instrument issued during this period was the Bantul Regent's Decree Number 127 of 2004 concerning the Technical Plan for the Parangtritis Tourism Object. This Regent's Decree represented an effort by the local government to formulate a more structured plan for how the Parangtritis tourism area should be developed and managed, including the designation of utilization zones, regulations on

¹⁹Khairunnisa, Elvira, Dwi Maisyaroh, and Kinanti Tasya Putri. "Analisis Kebijakan Moneter Terhadap Krisis Moneter 1997-1998 Di Indonesia." *Jurnal Ekonomi Islam* 1, no. 2 (2023), hlm. 75-83.

the types of activities permitted and prohibited, and licensing mechanisms for the construction of tourism facilities. However, this Regent's Decree had several fundamental weaknesses that limited its effectiveness. First, it focused more on the development of tourism objects to increase regional revenue and had not yet placed the conservation of the sand dune ecosystem as the main priority. Second, the decree was not accompanied by strict law enforcement mechanisms against previously occurring violations, so that existing illegal buildings were allowed to continue operating.

The dynamics of utilization of the Parangtritis Sand Dune area reached a crucial point in 2012 with the issuance of Law Number 13 of 2012 concerning the Special Region of Yogyakarta.²⁰ This law represents the formal recognition by the state of the special status of the Special Region of Yogyakarta in various aspects, including land affairs. Article 7 paragraph (2) of the Special Region Law grants the Sultanate and Duchy the authority to regulate land use, regulate matters of land rights including management, utilization, and release rights, and to stipulate management rights over Sultanate and Duchy land. This provision has very significant implications for land governance in the Special Region of Yogyakarta in general and in the Parangtritis Sand Dune area in particular. With clear authority granted by law, the Keraton has a strong legal basis to carry out improvements and restructuring of Sultan Ground lands that have long been utilized without formal permits.²¹

The existence of the extensive Sultanate land in the Parangtritis Sand Dune area and the internal restructuring of the Panitikismo Kraton the institution within the Keraton that handles land affairs has significantly influenced area utilization activities. Based on an interview conducted with Mr.

²⁰Law Number 13 of 2012 on the Special Status of the Special Region of Yogyakarta, State Gazette of the Republic of Indonesia of 2012 Number 170.

²¹Muhammad Alim, "Implikasi Undang-Undang Keistimewaan DIY terhadap Tata Kelola Pertanahan," *Jurnal Hukum dan Pembangunan*, Vol. 45, No. 2 (2015), hlm. 234-251.

Slamet as the Ngabdi Dalem of Parangtritis District, he stated:

“Saya merupakan perwakilan keraton kecamatan Parangtritis memang kalau soal tanah disini ya milik keraton statusnya SG. Keraton juga saat ini sedang menata kembali pesebaran SGnya di beberapa titik yang ada di Jogja. Kalau saya sendiri memang punya surat dari keraton untuk menempati disini kalau suatu saat ditarik ya nanti saya kembali ke rumah keluarga saya sebelumnya” (Interview with Mr. Slamet as a *Ngabdi Dalem* Parangtritis District, 19 January 2026).

The interview with Mr. Slamet mentions that the Panitikismo Keraton is conducting an inventory and remapping of all Sultan Ground lands, including those in the Parangtritis Sand Dune area, to identify which lands have been legitimately granted management rights through a Surat Kekancangan or Magersari, which lands are controlled without permits, and which lands remain vacant and can be managed directly by the Keraton or granted to other parties according to appropriate designations. This was further reinforced by the issuance of the Special Region Law in 2012. This inventory and mapping process is a very important step toward creating an accurate database on the status of Sultan land tenure, which serves as the basis for the Keraton to formulate strategic policies related to the arrangement and management of its lands.

The control and management of the Parangtritis Sand Dune land has undergone a series of complex transformations from the New Order era to the present, involving various actors whose interests have often clashed. From the government's reforestation program in the 1980s that indirectly altered the geomorphological dynamics of the sand dunes, the granting of Building Use Rights to private corporations during the New Order era, to the post-reform social unrest and the rise of the Yogyakarta Keraton's authority claims through special region regulations, each chapter reflects how development pressures, political-economic crises, and weak conservation commitments have cumulatively threatened the sustainability of the sand dune

ecosystem. This chronology also serves as a mirror of how the governance of protected areas in Indonesia is still often caught in a tug-of-war between short-term economic interests, layered tenure claims, and the urgent need for long-term ecological protection. To trace the root of these problems more systematically, the following table presents a range of key events along with the actors involved and their impacts on the area, to illustrate how layers of claims and policies have accumulated over time.

Table 1. Analysis of key events, actors involved, and their impacts on the area.

Period	Key Event	Main Actors	Impact of Sand Dunes
1980s	Reforestation Program	Agriculture & Forestry Office and Community	Planting of Sea Pine and Acacia obstructed wind flow
1990s	Granting of HGB to PT Awani (200 ha)	Corporation, New Order Government	Resort project stalled due to 1997–1998 crisis
2004	Regent's Decree No. 127/2004 on Tourism Technical Plan	Bantul Regency Government	Tourism-focused, conservation not yet prioritized
2012	Law No. 13/2012 on the Special Region of Yogyakarta	Central Government	Strengthening of Keraton authority over Sultan Ground
2016	Building enforcement	Civil Service Police Unit,	Social conflict, anti-

	and community rejection	ARMP	eviction protests
2024	Regent's Regulation No. 47/2024 Restoration Action Plan	Bantul Regency Government	Core zone restoration program 2024–2029

Source: Researcher Analytis, 2026

C. The Impact of Land Use on the Restoration of the Core Zone of the Gumuk Pasir Parangtritis Area

The restoration of the Parangtritis Sand Dunes is a critically important effort to return the sand dune ecosystem to its original condition, which holds high ecological value. As explained in the previous section, the current condition of the Parangtritis Sand Dunes has experienced significant degradation compared to its condition during the Dutch colonial era, when the height of the sand dunes could reach 30 meters with a massive and compact structure. This decline in the quality of the sand dune ecosystem has been caused by various anthropogenic activities that have been taking place for decades, including the presence of buildings, community economic activities, and other human interventions that have altered the natural dynamics of sand dune formation.

The Bantul Regency Government has responded to this condition by issuing Bantul Regent Regulation Number 47 of 2024 concerning the Parangtritis Sand Dune Restoration Action Plan for 2024–2029, which designates the core zone as an area that must be free from all human activity for the purpose of ecosystem restoration. However, the implementation of this restoration policy faces very complex challenges because in the core zone there are buildings that have stood for many years and are inhabited by communities dependent on economic activities in the area. The presence

of these buildings and human activities not only technically obstructs restoration efforts, but also generates social conflict due to community resistance against relocation.

This section will analyze in depth how the presence of buildings and human activities in the core zone affects the restoration efforts of the Parangtritis Sand Dunes, from technical-ecological aspects, policy implementation, and the social dynamics occurring in the field. This analysis is important for understanding why the restoration program has not been able to run optimally and what concrete obstacles must be overcome to achieve the conservation goals set out in Bantul Regent Regulation Number 47 of 2024.

1. The Physical Impact of Buildings and Human Activities on the Ecosystem of the Gumuk Pasir Parangtritis

Buildings and human activities are the primary obstacles in the conservation efforts of the Parangtritis Sand Dunes. A building is something that is erected or constructed that is integrated with its location, partially or entirely above and/or within the ground and/or water, functioning as a place for humans to carry out their activities, whether for residential or dwelling purposes, religious activities, business activities, socio-cultural activities, or special activities.²² Buildings and human activities are very closely interrelated, especially in areas that hold strategic value both economically, socially, and culturally, such as the Parangtritis Sand Dune area. The existence of buildings never stands alone, but is always followed by various complex and diverse human activities, ranging from daily residential activities, commercial and service economic activities, to recreational and tourism activities.

In the Parangtritis Sand Dune conservation area, particularly in the core zone, many buildings are still found

²²Heri Fajariyanto, dkk., "Pengawasan Hukum Terhadap Izin Mendirikan Bangunan (IMB) Bangunan Gedung Perusahaan di Kabupaten Penajam Pasar Utara", *Jurnal Lex Suprema* Vol.2 No.1 (Fakultas Hukum Universitas Balikpapan, 2020), hlm.592

being used for various human purposes, such as livestock pens, trading stalls, residential huts, as well as rice fields and fish ponds. The existence of these buildings is not a phenomenon that appeared suddenly, but rather the result of a process that took place gradually over decades without adequate supervision and control from the local government.

Based on the results of an interview with Mr. Ranto as a cattle farmer in the sand dune area, he stated:

"Baru akhir-akhir ini aja sih mas saya beternak sapi soalnya buat tabungan saya juga. Kalau izin memang ga ada, ternak ini cuman buat kebutuhan sehari-hari saya kalau yang ayam sama kambing kurang tau mas cuman emang udh dari dulu kalau itu" (Interview with Mr. Ranto as one of the local cattle farmer in Parangtritis Sand Dunes, Parangtritis 3 February 2026).

The interview results indicate that the informant is aware of not having a permit and raises livestock for his own needs, while other livestock farmers who have been present for many years have done so for large-scale commercial trade. Communities that still earn income in the informal sector such as trading, livestock farming, and agriculture remain highly dependent on the natural conditions that support their activities.²³ This dependency creates a paradoxical relationship on one hand, the community depends on the existence of the sand dunes as a tourist attraction that brings visitors and economic opportunities, while on the other hand, their economic activities contribute to the degradation of the sand dunes themselves. The conditions of buildings such as livestock facilities, agricultural areas, and fish ponds can be seen in the following images.

²³Irham, Fariz, Rahmat Gus Fauzan, and Raizky Rienaldy Pramasha. "Peran sumber daya alam dalam mendorong perekonomian nasional." *Jurnal Media Akademik (JMA)* 2, no. 11 (2024).hlm.2-14

Figures 7, 8, 9. Conditions of Vegetation around the Core Zone of the Parangtritis Sand Dunes



(Source: Personal Documentation, 2025).

Initially, the community erected buildings around the Parangtritis area to support economic needs based on beach and religious tourism, particularly related to the Labuhan ceremony held annually at Parangkusumo Beach. Trading activities such as selling food, beverages, souvenirs, and tour guide services were originally concentrated in the coastal area and along the route to the ceremony location, which holds sacred value for the people of Yogyakarta. However, over time and with the increasing number of tourists visiting the Parangtritis area, these economic activities expanded and grew to enter the core zone of the sand dunes, which should be protected from all forms of human disturbance. This expansion occurred gradually and without significant resistance, creating a condition in which the boundaries between areas that can be utilized and areas that must be protected became blurred and indistinct. The image of the cepuri area can be seen in the following figure.

Figures 10. View of the Cepuri Area as the Venue for the Labuhan Ceremony of the Yogyakarta Keraton



(Source: https://www.pilar.id/napak-tilas-situs-cepuri-parangkusumo-gerbang-menuju-keraton-kidul/#google_vignette)

Based on an interview with an anonymous source who

previously sold goods in the core zone of the Parangtritis Sand Dunes, the person stated:

“Saya sebelumnya sudah jualan di dekat Pantai Cemara Sewu cuman pada saat itu digusur. Pendapatan saya dulu bisa gede mas tapi semenjak saya geser disini (perbatasan zona inti dan zona penunjang) pendapatannya tidak banyak seperti dulu. Saya dulu juga sempet ketemu artis kayak anjasmoro dan lain-lainnya” (Interview with Mrs. Lestari as one of the food sellers in the Parangtritis Sand Dune area, Parangtritis, January 23, 2026).

Based on the interview with Mrs. Lestari, originally from Kudus, who had long been selling in the core zone of the Sand Dunes, it was found that her previous income was sufficient to meet daily needs and was even relatively surplus. However, the informant also revealed that the forced relocation of her selling location had a negative impact on her income. This was due to the fact that the new selling location was considered less strategically positioned compared to the previous one, which was near a tourist attraction. Proximity to the tourist attraction was previously an important factor due to the high mobility of people and tourists passing through, providing far greater opportunities to attract buyers.²⁴ Thus, this change of location directly affected a decline in the sales turnover received by the trader.

The presence of buildings in the core zone of the Parangtritis Sand Dunes significantly impedes the aeolian process that carries sand material toward the dune formation area. The aeolian process, which is the backbone of sand dune ecosystem formation and maintenance, is highly dependent on a smooth, unobstructed wind flow to carry

²⁴Ferry Pleanggra and Edy AG YUSUF. "Analisis Pengaruh Jumlah Obyek Wisata, Jumlah Wisatawan dan Pendapatan Perkapita Terhadap Pendapatan Retribusi Obyek Pariwisata 35 Kabupaten/Kota di Jawa Tengah." *Diponegoro Journal of Economics* Vol.1 No.1 (2012), hlm.5

sand material from the beach further inland.²⁵ Buildings standing in the core zone act as barriers to this wind flow carrying sand material. When wind carrying sand grains meets building structures, complex aerodynamic phenomena occur that are detrimental to the sand dune formation process.

Buildings standing along the sand transport pathway the area between the beach as the source of sand material and the deeper sand dune area as the deposition destination act as traps that capture sand material that should move further inland. Sand material carried by the wind will be retained and accumulate around building foundations, at the corners of buildings that become micro-deposition zones, or in front of buildings that serve as the first point where wind meets an obstacle. Sand material trapped around buildings cannot continue its journey to form or increase the height of sand dunes located behind the buildings. As a result, sand dunes located behind buildings experience a chronic deficit in sand material supply and will gradually decrease in height due to ongoing wind erosion that is not offset by adequate new material deposition. Monitoring data from the Coastal and Sand Dune Geospatial Center shows very clear evidence of this phenomenon, where sand dune areas located behind concentrations of buildings experience an average height decrease of half to one meter per year, while areas not obstructed by buildings actually experience height increases, indicating a healthy deposition process.

In addition to the direct impact on wind flow and sand transport, the presence of buildings also creates changes in the soil surface characteristics of the surrounding area. Hard building floors, compacted yards to facilitate daily activities, pathways created for access, and vehicle parking areas create surfaces that cannot be penetrated by sand. These

²⁵Bramantio, Bimo, Fadhil Adi Nugraha, and Anggi Fitria Cahyaningsih. "Management Evaluation of the Parangtritis Sand Dunes Tourist Attraction Using the DPSIR Approach." *Jurnal Penelitian Geografi* 13, no. 1 (2025), hlm. 23-36.

of the ecological value of sand dunes was very different from today's understanding. In the past, the government considered sand dunes to be unproductive degraded land that needed to be rehabilitated through reforestation programs. This perception was then reinforced by community complaints about being greatly disturbed by strong winds carrying large amounts of sand material, burying some of their houses and agricultural fields and disrupting daily activities and agricultural productivity. These community complaints are understandable from the perspective of their short-term interests, but unfortunately were not balanced with an understanding of the long-term ecological function of sand dunes as a unique ecosystem that is formed and maintained precisely by the process of wind-transported sand.

Based on an interview with Mr. Fristo, a staff member at the Coastal and Sand Dune Geospatial Center, he stated:

“Terjadi perubahan paradigma tentang gumuk pasir pada masa itu, bahwa karena dianggap lahan kritis akhirnya banyak masyarakat melakukan penanaman pohon seperti Cemara Udang, Jambu Mete dan Akasia, Bahkan daerah sini tu sampai dapat Kalpataru. Tapi kan akhirnya waktu dilakukan penelitian lebih mendalam hal itu salah makanya kalau kita lihat di depan persis zona inti gumuk pasir beberapa sudah ada yang ditebang untuk lorong angin agar masuk untuk pertumbuhan gumuk pasir (Interview with Mr. Fristo, staff at the Coastal and Sand Dune Geospatial Center, Parangtritis, December 1, 2025).

The interview with Mr. Fristo reveals that steps were taken to stabilize the degraded land in the Parangtritis Sand Dune area by planting several types of trees such as Sea Pine, Acacia, and Cashew along the sand dune area, with the aim of blocking the wind flow that carried sand into residential yards and agricultural areas. This reforestation program was carried out with good intentions to address the problem of sand accumulation disturbing the community, but unfortunately did not consider the long-term impacts on the

sand dune ecosystem itself. The planted trees grew well due to care and watering, and over time created a vegetation barrier that was very effective at stopping sand movement. Ironically, this effectiveness became a major problem for sand dune conservation because it blocked the aeolian process, which is the natural mechanism for sand dune formation and maintenance. Tall and dense tree vegetation acts similarly to buildings, creating a barrier to wind flow and causing sand deposition to cease.

Research conducted by Khusnul et al. in 2017 clearly identified that the reforestation program carried out in the 1980s became one of the main causes of the degradation of the Parangtritis Sand Dunes. The data they collected showed that areas planted with trees experienced a significant decrease in dune height compared to unplanted areas, because new sand deposition ceased while erosion continued. This finding serves as an important lesson about the dangers of human intervention not based on adequate ecological understanding, however good the intentions behind it may be. Current conditions show that vegetation planted decades ago has grown very large and created complex problems, since on one hand this vegetation must be removed to restore the natural aeolian process, yet on the other hand removing well-established vegetation will cause other impacts such as increased erosion in the short term before the sand dune ecosystem recovers.

Human activities are also very frequently carried out in the core zone, creating multifaceted and complex anthropogenic pressures. Livestock activities involving the grazing of dozens to hundreds of goats and cattle create very serious impacts on the physical structure of the sand dunes. Repeated trampling of livestock hooves on the sand dune surface causes soil compaction that reduces porosity and the soil's ability to absorb water, thereby increasing surface runoff and erosion during rainfall. Livestock also consume almost all types of existing vegetation, including natural vegetation that actually functions as sand stabilizers and fauna habitats, leaving the dune surface bare and highly

vulnerable to wind erosion. Pathways formed by the repeated movement of livestock along the same routes create erosion channels that can grow deeper and wider over time.

Agricultural activities involving soil tillage to plant seasonal crops such as rice, corn, and tubers damage the natural structure of the sand dunes and remove the surface layer that functions as protection against erosion. Irrigation carried out to meet crop water needs alters the natural hydrological regime of the sand dunes from a fluctuating dry condition to a more stable wet condition, thereby encouraging the growth of vegetation that is incompatible with the original ecosystem. The use of chemical fertilizers and pesticides can contaminate soil and groundwater and kill soil organisms that play an important role in ecosystem functions.

Jeep tourism activities, which are very popular among tourists, create the most visible and most severe damage. Jeep tourism in Parangtritis offers several packages at varying prices ranging from IDR 350,000 to IDR 550,000. However, jeep tourism also contributes to the decline in the height of the Parangtritis Sand Dunes. Heavy vehicles crossing the sand dune surface at high speeds cause extreme soil compaction and the formation of deep ruts that become channels for water erosion concentration during rainfall. The presence of jeeps entering the core zone also disrupts the formation of barchan-type sand dune embryos. This can be seen in the following image below.

Jeep Tourism	Jeep rides on dunes	Extreme compaction, deep ruts	Disruption of barchan embryo formation
Trading	Stalls, lodging huts	Wind flow obstruction	Sand deposition halted
Settlement	Sustainable Houses	Hard surface impenetrable to sand	Increased erosion around buildings

(Source: Author's Analysis, 2026).

2. Implementation of Restoration Policy and Field Challenges

The Government of the Special Region of Yogyakarta, in order to preserve biological and non-biological ecosystems, issued Regional Regulation of the Special Region of Yogyakarta Number 3 of 2015 concerning Environmental Protection and Management. Bantul Regency, as part of the Special Region of Yogyakarta Province, issued Regional Regulation of Bantul Regency Number 12 of 2015 to specifically regulate environmental protection and management within the scope of Bantul Regency. The Parangtritis Sand Dunes, as part of Bantul Duchy's jurisdiction, became part of environmental protection and management efforts. The increasingly declining existence of the Parangtritis Sand Dunes due to growing human activities and the abundance of vegetation blocking the wind flow prompted the Bantul Regency Government to issue an accelerated restoration action for the Parangtritis Sand Dunes. The Bantul Regency Government subsequently issued Bantul Regent Regulation Number 47 of 2024 concerning the Parangtritis Sand Dune Restoration Action Plan for 2024–2029.

Bantul Regent Regulation Number 47 of 2024 concerning the Parangtritis Sand Dune Restoration Action Plan for 2024–2029 serves as a legal guideline for stakeholders — including government agencies at the

provincial and regency/city levels, the private sector, state-owned and regionally-owned enterprises, universities, and the general public – in elaborating further in an integrated, coordinated, and synergistic manner the various concrete activities to realize a sustainable core zone of the Parangtritis Sand Dunes in Bantul Regency. The restoration action plan divides the area into three zones as analyzed in the following table.

Table 3. Analysis of Zone Division at the Parangtritis Sand Dunes

Zone Name	Area	Primary Function	Permitted Activities	Building/Vegetation status
Core Zone	±142,11 ha	Conservation and Restoration of Sand Dune Ecosystem	Human activities that threaten the existence of the dunes are prohibited. Jeeps will be provided with a designated lane so as not to damage the dunes.	Must be relocated or cleared
Restricted Zone	±95,30	Restriction of areas already inhabited by the community	General community activities without the addition of new settlements	Limited
Support Zone	±176,60	Research, Education, Conservation	Sand Dune Conservation Support	Permitted

		n support	Facilities	
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(Source: Data from the Coastal and Sand Dune Geospatial Center, 2025)

This regulation also takes into account the socio-cultural and economic conditions of the community. Using an anthropological approach, the government is conducting a reassessment of the community's income generated from the Parangtritis Sand Dunes. Comprehensive planning involving various parties, including surrounding communities, can be carried out for the development of the tourist area in the sand dunes. The community may utilize all facilities in the sand dune area on the condition that all efforts carried out do not potentially obstruct the wind corridor and the formation of the Parangtritis Sand Dunes. Essentially, renovation planning continues to take into account all stakeholder aspects in the Parangtritis Sand Dune zone. Thus, the utilization of the Parangtritis Sand Dune area is based on sustainable and environmentally friendly principles, so that future generations can still directly witness this world ecological heritage the Parangtritis Sand Dunes.

3. Community Response and Resistance to Conservation Efforts

The conservation efforts for the Parangtritis Sand Dunes through Bantul Regency Regulation Number 47 of 2024 have received various responses from several community members. Bantul Regent Regulation Number 47 of 2024 concerning the Parangtritis Sand Dune Restoration Action Plan for 2024–2029 explains that in carrying out the restoration of the Parangtritis Sand Dunes in the core zone area, there are several challenges, one of which is unauthorized residential settlements. In addressing this challenge, the government must carry out relocation or clearance so that one of the restoration indicators can be realized. Unauthorized buildings standing along the core zone obstruct the wind flow required for the formation of the Parangtritis Sand Dunes.

A plan to regulate the sand dune area was once proposed, and the community opposed the eviction in 2016. The enforcement carried out by the Bantul Civil Service Police Unit was based on unlicensed buildings and stalls as well as Special Regional Regulation of Yogyakarta Number 3 of 2015 concerning Environmental Protection and Management. The policy designating the core zone as an area that must be free from all human activity triggered strong resistance from communities that had for decades depended their livelihoods on economic activities in the area. This resistance was not merely passive rejection or silent non-compliance, but took the form of concrete actions demonstrating the community's determination to defend what they considered their rights to land and livelihood.²⁷ Several community organizations, including the People's Alliance Against Eviction (Aliansi Rakyat Menolak Penggusuran/ARMP), became the basis of the residents' struggle to preserve their land rights. The ARMP subsequently experienced internal division due to several factors, including legal issues related to land ownership, some members still adhering to Keraton traditions, and the presence of individual interests.²⁸

²⁷Hardian Wahyu W., "Studi Fenomenologi Makna Penggusuran Penghuni Gumuk Pasir Parangtritis", *Jurnal Administrasi dan Kebijakan Publik* Vol.III No.1 (Fakultas Ilmu Sosial dan Ilmu Politik Universitas Gadjah Mada, 2017),hlm.1-18

²⁸Ahmad Izudin dan Suyanto, "Gerakan Sosial Warga Parangkusumo Pada Kasus Penggusuran Lahan Geo Maritim Park", *Jurnal Sosiologi Reflektif* Vol.14 No.1 (Universitas Islam Negeri Sunan Kalijaga, 2019),hlm.215-217

Figure 14. Community Protest Against Building Eviction in the Parangtritis Core Zone Area in 2016



(Source: www.merdeka.com)

The photo above shows the protest against eviction carried out by the community around the Parangtritis Sand Dune area on the grounds that they had been utilizing the land from generation to generation. This perception is based on the concept of *bezit*, namely the possession of an object as though it were one's own property.²⁹ Hereditary possession without a legal basis does not automatically confer ownership rights. The UUPA recognizes the concept of communal rights (*hak ulayat*) of customary law communities, acknowledged insofar as they still exist and do not conflict with national interests (Article 3 of the UUPA), but these communal rights differ from individual hereditary possession. Article 24 of the UUPA affirms that ownership rights can be extinguished for various reasons, including through revocation of rights for public interest or because the land is abandoned. The principle that can be drawn from this provision is that land rights are conditional and can terminate if they do not meet legal requirements or if they are needed for a higher interest. To understand the legal rules governing land tenure at the Parangtritis Sand Dunes, the analysis in the

²⁹Widyani Putri, "Alasan Mengapa *Bezit* Dapat Perlindungan Hukum" *Jurnal Gema Keadilan* Vol.7 Edisi I (Fakultas Hukum Universitas Diponegoro, 2020), hlm.58

following table below.

Table 4. Analysis of Legal Rules Governing Land Tenure at the Parangtritis Sand Dunes

Regulations	Year	Primary Terms	Relevation to Research Topic
Presidential Decree Number 33 of 1984 concerning the Full Implementati on of the UUPA in Yogyakarta	1984	Land as a social function and prosperity for the people	Used as a reference by the community in land tenure at the Parangtritis Sand Dunes
Law Number 13 of 2012	2012	Special status of Yogyakarta in land affairs	Keraton authority over Sultan Ground
Special Regional Regulation of Yogyakarta Number 1 of 2017	2017	Management of Sultanate & Duchy Land	Permits for Sultan Ground utilization must come from the Keraton
Governor Regulation of the Special Region of Yogyakarta Number 33 of 2017	2017	Procedures for managing Sultanate Land	Procedures for Surat Kekancingan/Magersari
Bantul Regent Regulation Number 47 of 2024	2024	Sand Dune Restoration Action Plan 2024–2029	Zoning development and concrete steps in the restoration action for all stakeholders at the Parangtritis Sand Dunes

(Source: Author's Analysis, 2026).

In the context of the Parangtritis Sand Dunes, communities that had no legal basis from the outset cannot claim that hereditary possession grants them rights protected by the UUPA. The community's fundamental argument resting on the claim that the land belongs to them is Presidential Decree Number 33 of 1984 concerning the Full Implementation of Law Number 5 of 1960. The implementation of the UUPA also regulates the social function of land and the principle of justice in land ownership, affirming that land may not be controlled solely by individuals but must be used for social interests and the prosperity of the people.³⁰ The principle of the social function of land carries the meaning that even though a person holds rights over land, the use of that land must not be detrimental to the public interest or contrary to the interests of the broader community. The social function of land does not mean that land becomes communal property or can be freely used by anyone, but rather that land use must take into account the balance between individual interests and community interests. The land tenure conflict at the Parangtritis Sand Dunes fundamentally stems from two fundamentally different frameworks of understanding between the community and the government, both in terms of land status, legitimacy of tenure, and the function of the land itself.

The community that has inhabited and cultivated the area from generation to generation is grounded in the logic of factual possession and economic rights, while the government and the Yogyakarta Keraton base their claims on formal legal instruments and an ecological conservation mandate. These two perspectives are not merely technically and juridically different, but reflect a deeper tension between customary law and state law, between citizens' subsistence interests and the spatial planning agenda for protected areas.

³⁰Rosa Tiara Pramudita Dewi & Asmarani Ramli, "Analisis Terhadap Kepemilikan Hak Atas Tanah yang Mengalami Tumpang Tindih (Studi Kasus di Kelurahan Muktiharjo Kidul Kota Semarang), *Bookchapter Hukum dan Lingkungan* Jilid 1 (Fakultas Hukum Universitas Negeri Semarang, 2025), hlm.1603

The following table maps these differences comparatively based on the perspective of each party.

Table 5. Analysis of Community Perspectives on Land Tenure at the Parangtritis Sand Dunes Based on Respective Legal Grounds

Aspect	Community Perspective	Government/Keraton Perspective	Legal Basis of Each Sides
Land Status	People's land for prosperity	Sultan Ground belonging to the Keraton	Community: UUPA 1960 >< Government: Law 13/2012
Legitimacy of Tenure	Hereditary possession (bejit)	Surat Kekancingan Requirement	Community: Keraton tradition >< Government: Regional Regulation 1/2017
Fungsi Tanah	Sumber penghidupan ekonomi	Konservasi ekosistem	Masyarakat: fungsi ekonomi<> Pemerintah: fungsi ekologis

(Source: Author's Analysis, 2026)

In the context of the core zone of the Parangtritis Sand Dunes, the public interest that must be protected is the conservation of the sand dune ecosystem, which holds extremely high ecological value – not only for the current generation but also for future generations. Sand dunes have vital ecological functions, namely as coastal abrasion barriers, wind controllers, and as clean groundwater reserves.

Based on an interview with Mr. Widodo as the Head of

the Neighborhood Association (Rukun Tetangga) in one of the Depok hamlets, he stated:

“Kami disini mas pada dasarnya tidak mempunyai sertifikat untuk bukti kepemilikan tanah berbeda di daerah sebelum bukit paralayang mereka terlebih dahulu mendaftarkan tanah mereka. Kalau misalkan Keraton mau mengambil tanah yang sudah kami bangun sejujurnya kami ikhlas mas karena kekuasaan tetinggi ada di keraton istilahnya *nderek keraton* (Interview with Mr. Widodo as Head of the Neighborhood Association in one of the Depok hamlets, Parangtritis, February 3, 2026).

Based on the informant's statement, it is known that he is aware of occupying the Parangtritis Sand Dune area without legitimate ownership rights, yet holds a resigned and accepting attitude and is prepared to be evicted if necessary. Communities with such an attitude generally still adhere to Keraton traditions and therefore follow the Keraton's directives. They are fundamentally aware that the land on which they have built structures does not legally belong to them. Nevertheless, the role of the government remains necessary to realize legal certainty and justice for the community that has sought their fortune in the Parangtritis Sand Dune area.³¹ Legal certainty carries two meanings, namely general regulations to inform individuals of what actions must and must not be taken, and legal security against arbitrary government actions.³² The urgency of adopting a participatory approach in the case of the Parangtritis Sand Dunes is very high given the complexity of the problems and the high level of community resistance. A

³¹Andi Esse, dkk., “Peran Pemerintah Dalam Memberikan Kepastian Hukum Bagi Masyarakat Suku Bajo di Desa Torosiaje Laut”, *Jurnal Restorative Justice* Vol.7 No.1 (Fakultas Hukum Universitas Ichsan Gorontalo, 2023), hlm.20

³²Keysha Nashwa Aulia, dkk., “Kepastian Hukum dan Keadilan Hukum Dalam Pandangan Ilmu Komunikasi”, *Jurnal Sains Student Research* Vol.2 No.1 (Universitas Bina Bangsa, 2014), hlm.715

participatory approach does not mean that the government must yield to all community demands or ignore conservation goals, but rather that the decision-making process must involve meaningful dialogue with the community to understand their perspectives, concerns, and needs, and then collectively seek solutions that can accommodate both conservation interests and community welfare interests as far as possible.

D. Conclusion

Land tenure and legal status in the core zone of the Gumuk Pasir Parangtritis conservation area are generally classified as royal land (Sultan Ground) under the authority of the Keraton Yogyakarta. Community ownership in this core zone typically lacks a valid legal basis or formal proof as required under Undang-Undang Nomor 5 Tahun 1960 tentang Pokok Agraria. Therefore, any use or management of land in this area must obtain permission from the Sultanate, as stipulated in Peraturan Daerah Istimewa Yogyakarta Nomor 1 Tahun 2017 concerning the Management and Utilization of Sultanate and Duchy Land. The special legal status of land in Yogyakarta is reinforced by Undang-Undang Nomor 13 Tahun 2012 tentang Keistimewaan DIY, which grants privileges to the Sultanate based on historical and political considerations. However, some community members still perceive their land control as legally valid, referring to the Basic Agrarian Law and Keputusan Presiden Nomor 33 Tahun 1984. As a result, residents continue to build structures to support their livelihoods while awaiting further action from the Bantul Regency Government.

The presence of buildings and human activities in the core zone significantly affects the conservation of the sand dune ecosystem. Structures and vegetation obstruct wind flow that transports sand material, while activities such as jeep and motorcycle traffic, agriculture, and livestock farming compact the sand and hinder dune formation. In response, the government has introduced Peraturan Kabupaten Bantul

Nomor 47 Tahun 2024 concerning the Gumuk Pasir Parangtritis Restoration Action Plan 2024–2029. This policy outlines comprehensive restoration measures, including anthropological approaches to support community relocation and solutions such as designated jeep routes that avoid crossing the dunes. Thus, legal certainty and sustainable environmental conservation can be achieved through collaborative efforts between the government and local communities.

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