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The Implementation of Land Control Indicated as Abandoned in Realizing Legal Certainty of Land Rights (Study at the Klaten Regency Land Office)

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Abstract

Through the inventory and identification procedure conducted by the Klaten Regency Land Office, this study seeks to analyse the application of land management indicated by abandonment in achieving legal certainty of the status of land rights and averting land disputes. This research is motivated by the fact that the use of land is still inconsistent with the purpose for which the rights were granted, thereby creating the potential for legal uncertainty and conflicts in land tenure. The research uses an empirical juridical approach with a qualitative descriptive method through document studies, interviews, and field observations. The results of the study show that the implementation of the land inventory indicated to be abandoned by

the Klaten Regency Land Office has been carried out based on the provisions of Government Regulation Number 20 of 2021, through the stages of data collection, verification, field monitoring, and report preparation. However, the effectiveness of its implementation still faces various obstacles, such as limited administrative data, lack of coordination between agencies, limited resources, low participation of rights holders, and land ownership by other parties. However, inventory activities have implications for increasing legal certainty and have a preventive function in preventing potential disputes by providing clarity on the status and use of land. Therefore, it is necessary to strengthen data integration, cross-sector coordination, and increase public legal awareness to support the optimization of abandoned land management.

Keywords

Land is indicated to be abandoned, land control, inventory, legal certainty, Klaten regency land Office.

A. Introduction

Land constitutes a strategic natural resource in the sustainability of the Indonesian nation's life, considering its role as a means of production, a place for residence, and a fundamental support for the advancement of national development. In developing countries such as Indonesia, land possesses significant economic, social, and political value, therefore its management needs to be implemented in an equitable and accountable way. Land is not only seen as an object of individual ownership, but also as a national wealth that has a social function for the greatest possible prosperity of the people.¹ Therefore, land management must be carried out optimally in order to provide benefits to the wider community and support national development in a sustainable manner.

The control and management of the land is expressly regulated in

¹ Harsono, B. (2018). *"Hukum Agraria Indonesia: Sejarah Pembentukan Undang-Undang Pokok Agraria, Isi, dan Pelaksanaannya"*, Cet. XXI, Jakarta: Djambatan, pp. 5–7.

Article 33 paragraph (3) of the 1945 Constitution of the Republic of Indonesia which emphasizes that the earth, water, and natural resources contained in it are controlled by the state and used for the greatest possible prosperity of the people. This provision constitutes a constitutional framework that authorizes the state to govern, coordinate, and control the use of land with the aim of achieving legal assurance and justice in matters related to land administration.² In this context, the state not only plays a role as a regulator, but also as a controller of land policy so that land use runs in accordance with the interests of the community and national development.

This principle was then further elaborated through Law Number 5 of 1960 concerning the Basic Regulation of Agrarian Principles (UUPA) which became the main legal basis in the land legal system in Indonesia. The UUPA emphasizes that every right to land not only gives authority to the right holder to control and utilize the land, but also contains an obligation to use and maintain the land in accordance with the purpose of granting its rights.³ Therefore, land rights involve a proportional relationship between entitlements and duties that are attached to the holder of the rights. In the event that these duties are not fulfilled, juridically the land may be considered abandoned and may lead to the termination of the related land rights.⁴

In practice, land administration still encounters land that has obtained rights status, including cultivation rights, rights to build, and other categories of land rights, which are not properly utilized in line with the intended purpose of the rights allocation.⁵ These lands are often in a condition of uncultivated, unused, or not used sustainably, so they are indicated as abandoned land. This condition is contrary to the principle of the social function of land rights as affirmed in (Article 6) of Law No. 5 of 1960 concerning the Basic Regulation of Agrarian Principles (UUPA) which states that "*all land rights have a social*

² Sumardjono, M. S. W. (2008). *"Tanah dalam perspektif hak ekonomi, sosial, dan budaya"*. Jakarta: Kompas, p. 23.

³ Ali, A. (2010). *"Menguak teori hukum (legal theory) dan teori peradilan"*. Jakarta: Kencana.

⁴ Sutedi, A. (2011). *"Hukum hak atas tanah"*. Jakarta: Sinar Grafika.

⁵ Parlindungan, A.P. (2009). *"Pendaftaran tanah di Indonesia"*. Bandung: Mandar Maju.

function". The principle of social function affirms that land rights are not merely individual and absolute rights, but must also take into account public interests and contribute to sustainable development.⁶ This principle requires every holder of land rights to use and utilize his land in accordance with the nature, purpose, and purpose of granting rights, as well as to pay attention to the interests of the community and the state. The existence of land indicated as abandoned is not only contrary to the principle of the social function of land rights, but also has the potential to cause various legal problems, such as uncertainty over the status of rights, tenure conflicts, and disturbances in the order of land administration.

Land that is not optimally utilized can cause various negative impacts, including uncertainty about the legal status of land rights, potential conflicts over land tenure, and disturbances in the order of land administration.⁷ In addition, the existence of abandoned land also hinders the productive use of agrarian resources, so that it does not contribute to economic development and community welfare. This condition shows that there is a gap between the legal norms that govern land use and the reality of its implementation in the field.

Based on the latest data from the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN) until July 2025, around 1.4 million hectares of land at the national level are recorded in the category indicated to be abandoned.⁸ This problem is exacerbated by the potential of 3 million hectares of land from the Right to Use Business (HGU) and the Building Use Rights (HGB) whose validity period has expired but has not been remapped for productive use. This condition reflects the existence of major obstacles

⁶ Padhillia, R. R., & Ramli, A. (2025). *"Perlindungan Hukum antara Pendaftar Pertama dengan Pembeli Beritikad Baik Pada Aspek Kepastian Hukum dalam Sengketa Sertipikat Ganda"*. Bookchapter Hukum dan Lingkungan, 1, 1541-1572.

⁷ Sumardjono, M. S. W. (2008). *"Tanah dalam perspektif hak ekonomi, sosial, dan budaya"*. Jakarta: Kompas.

⁸ Fikriansyah, I. (2025, July 20). "Kementerian ATR soal Kabar Tanah Telantar Diambil Negara Dikasih ke Ormas". Detikproperti. accessed February 25, 2026, 09:03 a.m. <https://www.detik.com/properti/berita/d-8020243/kementerian-atr-soal-kabar-tanah-telantar-diambil-negara-dikasih-ke-ormas>

in the distribution of assets that should be able to provide economic value for the state and society. At the regional level, Central Java Province is one of the regions that reflects this complexity. The recapitulation of the Central Java BPN Regional Office shows that there are 167 land plots that are indicated to be abandoned during the 2010-2024 period, which are dominated by 132 HGB fields and 35 HGU fields.⁹

To overcome these problems, the government has established a policy on the control of abandoned land as one of the legal instruments to realize administrative order and legal certainty in the land sector. Normatively, the regulation regarding abandoned land has been regulated in Article 27, Article 34, and Article 40 of the UUPA which states that the right to land can be removed if the land is abandoned. This provision was then emphasized through Government Regulation Number 20 of 2021 concerning the Control of Abandoned Areas and Lands, which provides a legal basis for the government, especially the Ministry of Agrarian and Spatial Planning/National Land Agency (ATR/BPN), to conduct an inventory, identification, warning, and determination of abandoned land and repossession of the land by the state.¹⁰

Efforts to achieve legal certainty regarding land ownership require proper management of abandoned land. In this context, the inventory of land indicated as abandoned constitutes a significant stage aimed at identifying land parcels that are allegedly left unused by their rights holders. Through inventory activities, the government is able to collect accurate information regarding the location, size, legal status, and utilization conditions of land suspected to be abandoned. Such data subsequently serves as the foundation for the following stages in the abandoned land control process.

In the implementation of abandoned land control activities, the Regency/City Land Office as a vertical agency of ATR/BPN has a very strategic role. The Land Office is responsible for conducting an inventory by collecting data, conducting field research, and compiling

⁹ Rosana, A. S., & Silviana, A. (2025). *"Peran Kanwil BPN Jawa Tengah dalam Menertibkan Tanah Terindikasi Terlantar"*. Notarius, 18(2), 535-554.

¹⁰ Anggles, S. Y., Warka, M., & Nasution, K. (2022). *"The nature of abandoned land control regulations"*. Technium Soc. Sci. J., 32, 334.

a list of land that is indicated to be abandoned. In addition, the Land Office also plays a role in coordinating with local governments and related agencies to ensure that the inventory process can run effectively and in accordance with the provisions of laws and regulations.¹¹

Juridically, the government has sought to strengthen law enforcement instruments through Government Regulation Number 20 of 2021 concerning the Management of Abandoned Areas and Lands. This regulation is an implementing regulation of Law Number 11 of 2020 concerning Job Creation (which has been replaced by Law No. 6 of 2023) which gives stricter authority for the Ministry of Agrarian and Spatial Planning/National Land Agency (ATR/BPN) to inventory, identify, and evaluate land that has not been used for 2 years since the grant of rights. The implementation of this regulation faces complexity, where the limitation of administrative data is the initial obstacle in the identification process. Land management is indicated to be abandoned not only an administrative problem, but touches on the aspect of legal certainty for the holder of the state's rights and interests in asset redistribution.¹²

Klaten Regency is one of the administrative areas in Central Java that has quite dynamic geographical and socio-economic characteristics, characterized by a combination of agricultural areas, settlements, and the development of the industrial sector. Geographically, Klaten Regency is located between the city of Surakarta and the Special Region of Yogyakarta so that it has a strategic position in regional economic development. With an area of about 655.56 km² dominated by agricultural land, settlements, and medium-scale industrial estates, the need for productive land use has become increasingly important. The population of Klaten Regency reaches more than 1.2 million people with a relatively high level of density, thus increasing the pressure on the need for land for settlements, economic activities, and infrastructure. Nonetheless, in reality, there are still a lot of land parcels that are not utilised in line

¹¹ Panglima, R. A., & Lie, G. (2023). "Utilization of Abandoned Land Based on Regulation of the Minister of Environment and Forestry Number 07 of 2021 for Food Estate". *Journal of Social Research*, 3(1), 13-20.

¹² Nugroho, M. A., S. H., M. K., Amsori, S. H., & M. H., S. (2026). "Hukum Agraria Indonesia". PENERBIT KBM INDONESIA.

with the intent of awarding their rights, and as a result, they may be classified as abandoned land. This situation demonstrates the discrepancy between the land's potential and actual use in the field.

One of the prominent issues in Klaten Regency is the mismatch between the actual utilization of land, particularly land that is intentionally left vacant or unused, and the spatial allocation that has been stipulated in the Decree on the granting of land rights as well as the Regional Spatial Plan (RTRW) of Klaten Regency. In some cases in Klaten district, many land plots administratively hold Building Rights (HGB) certificates, but there have been no development activities or economic activities in the field for many years. This creates legal uncertainty, both for countries that lose the potential for productive land use, and for people who need space. In addition, the status of "indicated abandoned" is often a loophole for disputes. Rightholders often only hold land for the sake of personal economic speculation such as land banking, waiting for land prices to increase without making any physical investment in it. This practice of land speculation clearly violates Government Regulation No. 20 of 2021 concerning the Management of Abandoned Areas and Land, which provides a two-year deadline for rights holders to cultivate their land since the right was granted.

The existence of land indicated to be abandoned in Klaten Regency not only has the potential to cause inefficiencies in the use of agrarian resources, but can also trigger various legal problems such as uncertainty over the status of land rights, conflicts of control between rights holders and the surrounding community, and disruption of land administration order. In addition, unused land can also hinder the implementation of regional spatial plans and regional development that requires optimal land availability.

In Klaten Regency, there are several land plots that are included in the inventory of land indicated to be abandoned by the Klaten Regency Land Office, where in 2023 there are eight (8) land objects that are included in the land inventory process indicated to be abandoned, including located in the village of Kemudo, Sanggrahan, Plawikan, Ceper, and Delanggu. Where after a field survey was carried out, the results of the inspection showed that the holder of the land

rights did not use the land in accordance with the purpose of granting rights and benefits, and they ignored the land. This was conveyed by, Mr. Fajar Noviartha, S., Si. as the First Land Administrator of the Dispute Resolution Control and Handling Section of the Klaten Regency Land Office in an interview on March 12, 2026.

The existence of land indicated to be abandoned in the Klaten Regency area, most of which has the status of Building Use Rights (HGB), shows that there is a discrepancy between the purpose of granting rights and land use in the field, which this situation emphasizes the importance of land inventory activities indicated as abandoned as an instrument to identify factual land use conditions. Through the inventory, the government can obtain an objective basis in assessing land use and take regulatory steps to realize legal certainty on the status and use of land.

If this condition is not handled systematically, the existence of land that has not been used for a long period of time has the potential to cause conflicts of control at the community level. Land that is left vacant is often the object of physical control by other parties, either through informal cultivation or unauthorized use. If this happens, there will be a dispute between the right holder who juridically still has the certificate and the community who actually controls the land. This situation can ultimately cause legal uncertainty in land management.¹³

In order to guarantee that each plot of land that has been awarded rights can be used in accordance with the aim of awarding its rights, the inventory of land marked to be abandoned in Klaten Regency is a crucial step. The government can maintain orderly land administration and achieve legal certainty of land rights by taking the appropriate control measures and obtaining a clear picture of land use circumstances through a methodical and accurate inventory.

However, in practice, land inventory activities indicated that abandoned land in Klaten Regency often face various obstacles, both from administrative, technical, and coordination aspects between agencies. These obstacles can be in the form of limited land data, to

¹³ Widodo, J., & Prasetyo, A. (2022). *"Problematika penguasaan tanah antara aspek yuridis dan faktual dalam mewujudkan kepastian hukum"*. *Jurnal Ius Quia Iustum*, 29(2), 300–315.

difficulties in verifying land use conditions in the field. This condition has the potential to hinder the effectiveness of the implementation of the inventory and the overall process of controlling abandoned land.¹⁴

In addition, the synchronization between the results of the inventory and the Regional Spatial Plan (RTRW) is also an important aspect that is not fully optimal, considering the dynamics of rapid land use change in the region.

Several previous studies have provided an important foundation for the author as a conceptual framework and reference in the preparation of research such as the research of Dinda Vellanika Ratno. (2024), this study focuses on the analysis of the implementation of land control that is indicated to be abandoned at the Sragen Regency Land Office based on Government Regulation No. 20 of 2021 and an analysis of the constraints. Research by Rosana, A. S., & Silviana, A. (2025), The main focus of the research discusses the factors that cause the emergence of land indicated to be abandoned with the status of Building Rights (HGB) and the strategic role of the Land Office in implementing land management in Semarang City. Research by Fatihah, A. (2023), the main focus of this research is a legal study on the management of abandoned land with an emphasis on the implementation of Government Regulation Number 20 of 2021. Research by Kristyan, F., Jaya, N. S. P., & Cahyaningtyas, I. (2021), discusses the role of the Land Office in the management and utilization of abandoned land in Semarang City. In addition, the research of Rahman, M. P., Madiong, B., & Halwan, M. (2024), discusses legal analysis of the authority and practice of BPN Maros Regency in regulating abandoned land.

However, research that examines the relationship between the implementation of land management through the inventory of abandoned land and efforts to realize legal certainty and empirical land dispute prevention, especially in Klaten Regency, is still very limited. Thus, this study fills the gap in the literature regarding the implementation of land management indicated to be abandoned in

¹⁴ Antika, S. W. (2025). *"Redistribusi tanah yang berasal dari hasil pengendalian tanah terlantar"*, (Doctoral dissertation, Universitas Hasanuddin).

realizing legal certainty of land rights in the midst of the complexity of urban spatial planning.

The main problem in this study is how the implementation of the Inventory of abandoned land in Klaten Regency can realize legal certainty of land rights considering the gap between the legal norms that regulate the optimal use of land and the reality on the ground, where there are still lands that have not been used for more than 2 years since the granting of rights so that they are contrary to the social function of land rights as mandated by Article 6 UUPA. This problem is exacerbated by administrative challenges in the inventory and identification process, thereby hindering the control of land indicated to be abandoned procedurally in accordance with Government Regulation No. 20 of 2021, as well as the potential for a tenure dispute between certificate holders who abandon land and cultivating communities who exercise *de facto* control in densely populated areas with high economic value.

The purpose of this study is to analyze the implementation of the inventory procedure for abandoned land by the Klaten Regency Land Office based on the provisions in Government Regulation No. 20 of 2021, as well as to examine the benefits of controlling abandoned land in realizing legal certainty of the status of land rights and its role in preventing potential land tenure disputes in the Klaten Regency area. This research is expected to provide an overview of the extent to which the implementation of the inventory of abandoned land has been carried out in accordance with the provisions of laws and regulations, as well as how the management of abandoned land can contribute to the orderly administration of land, legal certainty for rights holders, and the reduction of land tenure conflicts in the community.

This study uses an empirical juridical approach with a qualitative descriptive method to comprehensively examine the implementation of Inventory of abandoned indicated land in Klaten Regency. The data collection technique is carried out through a study of documents on laws and regulations (UUPA, PP No. 20/2021), administrative documents of the Klaten Regency Land Office in the form of an inventory list of abandoned land and a notification letter to land rights holders, as well as the Klaten Regency Regional Spatial Plan; in-depth

interviews with officials of the Klaten Regency Land Office, as well as other related parties to obtain empirical data on the process and constraints of the regulation; as well as field observations in locations indicated to be abandoned land such as Kemudo, Sanggrahan, Plawikan, Ceper, and Delanggu Villages to verify the physical condition of the soil. Data analysis was carried out qualitatively through content analysis of regulations and administrative documents, as well as thematic analysis of the results of interviews and observations to produce comprehensive findings on the effectiveness of abandoned land management in realizing legal certainty of land rights.

B. Implementation of Abandoned Land Control in Klaten Regency

The implementation of abandoned land management is based on Government Regulation No. 20 of 2021 concerning the Management of Abandoned Areas and Lands, which mandates that land is not a passive commodity, but an asset that must provide real value and benefits for rights holders and social functions for the state. This regulation is also part of the agrarian reform agenda and the optimization of land use within the framework of Law Number 11 of 2020 concerning Job Creation. The implementation of land control indicated to be abandoned in Klaten Regency which is carried out through the Land Office shows that there are systematic efforts in enforcing the provisions of agrarian law, especially as stipulated in Government Regulation No. 20 of 2021.

Based on the theory of social function put forward by Léon Duguit, which later became the conceptual basis in the formulation of the principle of social function of the Basic Agrarian Law, especially Article 6 which states that all land rights have a social function. This principle emphasizes that land ownership should not be used solely for personal interests without regard to the interests of the community. Therefore, land that is not used is contrary to the principle of social function because it does not contribute to the welfare of the community or national development.¹⁵ In this case, the inventory of

¹⁵ Rejekiningsih, T. (2016). *“Asas Fungsi Sosial Hak Atas Tanah pada Negara Hukum”*. Yustisia.

abandoned land is indicated to be a state mechanism to ensure that the land that has been granted rights is used in accordance with the purpose of granting the rights.

In the perspective of Léon Duguit's theory, this condition reflects the failure of the rightholder in carrying out the social function of land ownership. According to Duguit, the legitimacy of ownership is determined not only by legal recognition, but also by the ability of the owner to utilize his wealth for the benefit of society.¹⁶ Duguit emphasized that property rights are not absolute rights, but must be used to support social interests. Therefore, the state has the authority to regulate and even take over land that is not used productively to ensure that it can provide wider benefits to the community. Thus, the policy of inventory and control of abandoned land is a concrete form of the application of social function theory by Léon Duguit in the practice of agrarian management.

Based on the provisions of Government Regulation No. 20 of 2021, the Land Office has the authority to conduct an inventory and identification of land indicated to be abandoned through the collection of physical data and juridical data. The implementation of the control begins with the stages of inventory and identification of plots of land that are suspected of not being used in accordance with the purpose of granting their rights in accordance with Article 3 of Government Regulation No. 20 of 2021. This process is carried out through tracing land administration data which is then verified with factual conditions in the field.¹⁷

In practice in Klaten Regency, this activity is crucial considering that land is still found that juridically has rights, but is not physically utilized or managed optimally by rights holders. Based on developments in the field, the process of controlling abandoned land in Klaten Regency has generally run to the stage of the Report on the results of the Land Inventory indicated to be abandoned. In this stage, a team formed by the Land Office conducts field verification to match the tenure data with the real conditions of land use. If the results show

¹⁶ Duguit, L. (2019). *"Léon Duguit and the Social Obligation Norm of Property: A Translation and Global Exploration"*. Cham: Springer.

¹⁷ Sitorus, O., & Limbong, B. (2020). *"Pengantar hukum agraria nasional"*. Jakarta: Prenadamedia Group.

a mismatch in the use or indication of deliberate abandonment of the land, then the object data is submitted to the BPN Regional Office of Central Java Province and can be further processed towards the evaluation stage of abandoned land.

Based on the results of an interview conducted with Mr. Fajar Noviartha, S.Si as the First Land Administrator of Young Experts in the Control and Dispute Handling Section of the Klaten Regency Land Office on March 12, 2026, that there are several factors that cause rights holders not to use land so that it is indicated to be abandoned, including the inability of rights holders to develop land economically, land investment speculation, and lack of government supervision. In Klaten Regency, these factors are often found, especially on land owned by rights holders who have not realized the development plans that have been submitted before.

Nevertheless, the implementation of land management policies is indicated to be inseparable from various structural and social constraints. Some of these obstacles show that it is a factor that affects the effectiveness of abandoned land management in Indonesia. In Klaten Regency, this condition can be reflected in the fact that there is still land that is factually not used but has not been included in the list of land indicated to be administratively abandoned. This condition causes the identification process of abandoned land to not always run effectively and requires stronger cross-agency coordination.¹⁸

In its implementation, the inventory of land is indicated to be abandoned in Klaten Regency, based on data from the Klaten Regency Land Office, it shows that during the 2023 period, there are a number of land objects that are included in the category of land indicated to be abandoned. Based on data obtained from the Klaten Regency Land Office, there were approximately eight (8) land objects indicated abandoned that were included in the inventory of land indicated to be abandoned in that period which was dominated by the status of Building Rights (HGB).

¹⁸ Pertiwi, T. W. (2025). *"Rekonstruksi Regulasi Pengelolaan Tanah Terlantar Oleh Negara Berbasis Nilai Keadilan"*. (Doctoral Dissertation, Universitas Islam Sultan Agung).

Table 1. List of Abandoned Land Inventory Objects in Klaten Regency in 2023

No.	Name of Land Rights Holder	Area (m ²)	Location	Status
1.	PT Dion Farma Abadi	8.694	Kemudo Village Prambanan District	HGB
2.	PT Teguhindo Lestaritama	17.214 m ²	Sanggrahan Village Prambanan District	HGB
3.	PT Perkebunan Nusantara IX	137.190 m ²	Plawikan Village Jogonalan District	HGB
4.	PT Perkebunan Nusantara IX	4,484 m ²	Plawikan Village Jogonalan District	HGB
5.	-	6.345 m ²	Plawikan Village Jogonalan District	HGB
6.	PT Perkebunan Nusantara (PTPN)	11.368 m ²	Ceper Village Kec. Ceper	HGB
7.	PT Perkebunan Nusantara (PTPN)	144.504 m ²	Ceper Village Kec. Ceper	HGB
8.	Hariyanto	89.218 m ²	Delanggu Village Delanggu District	HGB

Source: Research Results at the Klaten Regency Land Office, 2026

The data shows that there is still a high level of land neglect by rights holders in the Klaten Regency Area, which indicates that the supervision and optimization of land use is still not running optimally. The management and use of regional space are significantly impacted by the existence of underutilised land. It can lead to chaotic land tenure and impede the best use of available space if land is not used in accordance with the intent behind providing its rights. Therefore, inventory activities for the control of a bandoned land remain an important instrument in ensuring a more productive use of land, while supporting the realization of legal certainty on the status of land rights and preventing potential land tenure disputes in the community.

The government aims to make sure that the land that has been awarded rights is still used in line with the objective of providing its rights by implementing an inventory of land management indicated by

abandonment. In addition to achieving orderly land administration, this endeavour seeks to guarantee that land use in Klaten Regency can benefit the community more broadly and contribute to the realisation of sustainable regional development.¹⁹

1. Inventory and Identification Process of Abandoned Land by the Klaten Regency Land Office

The process of inventory and identification of abandoned land is one of the important issues in land management in Indonesia. In general, land has a very strategic function for people's lives because it is a source of life, a means of development, and has high economic and social value. More specifically, the inventory stage of land indicated abandoned is the first step taken by the land office to control abandoned land by collecting data on land that is suspected of not being used in accordance with its designation.²⁰

The implementation of the inventory of land indicated to be abandoned in Klaten Regency is carried out by the Klaten Regency Land Office as an agency that has the authority to control and supervise land use in the area. The Head of the Klaten Regency Land Office is directly responsible for the implementation of land inventory activities indicated to be abandoned in his work area. The inventory of land indicated to be abandoned at the Klaten Regency Land Office is carried out for a period of 1 (one) budget year with funding sources from the State Revenue and Expenditure Budget (APBN).

Based on the results of an interview conducted with Mr. Fajar Noviartha, S.Si as the First Land Planner of Young Experts in the Control and Dispute Handling Section of the Klaten Regency Land Office on March 12, 2026, information was obtained that the entire land inventory process was indicated to be abandoned in Klaten Regency carried out through several systematic stages guided by Government Regulation No. 20 of 2021, namely the initial stage

¹⁹ Dharsana, I. M. P., Pritayanti, I. G. A. A. G., Dhananjaya, P. L., & Nurnaningsih, N. (2024). *"Disparitas Pendayagunaan Tanah Terlantar di Indonesia"*. Jurnal Preferensi Hukum, 5(3), 297-304.

²⁰ Ratno, D. V. (2024). *"The Implementation Of Land Control Was Indicated To Be Neglected By The Study At The Sragen District Land Office"*. Semarang State University Undergraduate Law and Society Review, 4(1).

begins with the formation of an inventory team, then continues with the verification of reports or information regarding suspected abandoned land. After that, physical and juridical data were collected, which became the basis for determining land objects indicated to be abandoned. Furthermore, the team prepares a plan for the schedule of activities and prepares administration and supporting facilities before carrying out field monitoring to find out the conditions of land use directly. The results of the monitoring then go through the data processing stage which is then compiled in the inventory report as the basis for further handling of land that is indicated to be abandoned.

Figure 1. Stages of Land Inventory Indicated by Abandoned Klaten Regency Land Office



Source: Research Results at the Klaten Land Office, 2026

Based on the picture above, the first stage in carrying out an inventory of land indicated to be abandoned is the formation of an Inventory Team carried out by the Head of the Klaten Regency Land Office to carry out data collection, identification, and assessment of land that is indicated to be not used in accordance with the purpose of granting its rights. This team generally consists of the Head of the Dispute Control and Handling Section, the Coordinator of Land Control Substances, and implementing officers from various sections within the Klaten Regency Land Office. The formation of the team aims to ensure that the inventory process takes place in a coordinated,

objective manner, and in accordance with the provisions of Government Regulation No. 20 of 2021.

The inventory of land indicated to be abandoned in Klaten Regency is carried out based on the provisions of article 7 paragraph (3) of Government Regulation No. 20 of 2021, which is the earliest after a period of 2 years since the issuance of land rights, either in the form of Land Rights (HAT), Management Rights (HPL), or Land Tenure Basis (DPAT).²¹ The implementation of this activity is based on various sources of information, including:

- a. Reports from HAT, HPL, or DPAT holders regarding land use conditions;
- b. The results of monitoring and evaluation carried out by the Klaten Regency Land Office;
- c. the Regional Office of the National Land Agency of Central Java Province;
- d. Ministry of Agrarian and Spatial Planning/National Land Agency;
- e. Information can also come from related ministries or institutions, local governments, or the community.

The next stage in the implementation of the land inventory indicated to be abandoned since the receipt of the report or information is the preparation stage which is carried out through verification of the report or information received by the Klaten Regency Land Office. Verification is carried out on Land Rights (HAT), Management Rights (HPL), and Land Tenure Basis (DPAT) data recorded in land administration. For reports or information about land that is indicated to be abandoned that is received and declared to meet the requirements, the Klaten Regency Land Office verifies data on Land Rights (HAT), Management Rights (HPL), or Land Tenure Bases (DPAT). This verification is carried out to ensure the correctness of administrative and spatial data related to the reported land object. The verification carried out includes:

1. Verify textual data such as:
 - a. Name and address of the Right Holder/HPL

²¹ Pasal 7 Ayat (3) Peraturan Pemerintah Nomor 20 Tahun 2021 tentang Penertiban Kawasan dan Tanah Telantar.

- Holder/DPAT Holder;
 - b. Number and date of HAT/HPL/DPAT decision; Giving
 - c. Number, date, and expiration of certificate/DPAT; and
 - d. Location or location of land plots.
2. Verification of spatial data, namely by checking the completeness of the data submitted by the reporter and matching it with the spatial data available at the Klaten Regency Land Office.
 3. Identify problems or causes of land neglect.

The next stage in the implementation of the inventory of land indicated abandoned by the Klaten Regency Land Office is the data collection stage, which is carried out after reports or information about land indicated to be abandoned are first verified by the Inventory Team at the Klaten Regency Land Office. At this stage, the Inventory Team selects inventory objects and collects data related to land objects, both in the form of textual and spatial data. The data collected includes:

- a. Selection of inventory objects that have gone through the verification process;
- b. Collection of available supporting data, such as Decree (SK) on the Granting of Rights, Land Book, Survey Letter or Situation Picture (GS), Land Plot Map, and satellite imagery map;
- c. Preparation of thematic maps describing land tenure, ownership, and use as material for the preparation of an inventory work map; and
- d. Preparation of tabulation of inventory object data to facilitate grouping and analysis of land plots that are indicated to be abandoned.

All of this data is the basis for the Inventory Team in carrying out the next stage of inventory in the context of controlling land indicated to be abandoned in Klaten Regency.

The next stage in the inventory of land indicated to be abandoned is the determination of land objects by the Klaten Regency Land Office, which is carried out based on the results of previous data collection and analysis. At this stage, the Inventory Team conducts a

review of textual and spatial data to assess the suitability between juridical aspects and factual conditions in the field, especially related to land tenure, use, and utilization. Based on the results of the analysis, it was determined that the land plots that met the criteria as land was indicated to be abandoned. Along with this determination, the Land Office also issued a notification as a warning to the holder of the land rights concerned as a form of submission of official information that his land has been designated as the object of an inventory of abandoned land by the Klaten Regency Land Office.

After collecting Data, the next stage in the land inventory activity indicated that the Klaten Regency Land Office is the preparation of a schedule plan for the implementation of activities. The preparation of this schedule is carried out by the Inventory Team as a tool to control the implementation of activities so that all stages of inventory can be carried out in a planned manner and the target activities in one budget year can be achieved in accordance with the plan that has been set by the Klaten Regency Land Office.

Figure 2. Schedule for the Implementation of the 2023 Klaten Regency Land Office Abandoned Land Inventory

No	Kegiatan	Bulan											
		Jan	Feb	Mar	Apr	Mei	Jun	Jul	Aug	Sep	Okt	Nov	Des
1.	Pembentukan Tim Inventarisasi Tanah Terindikasi Telantar												
2.	Verifikasi Laporan atau Informasi												
3.	Pengumpulan Data												
4.	Penetapan Objek Inventarisasi Tanah Terindikasi Telantar												
5.	Penyusunan Rencana Jadwal												
6.	Penyiapan Administrasi dan Sarana Penunjang												
7.	Pemantauan Lapangan Inventarisasi Tanah Terindikasi Telantar												
8.	Pengolahan Data												
9.	Pelaporan Hasil Inventarisasi Tanah Terindikasi Telantar												

Source: Research Results at the Klaten Regency Land Office, 2026

The schedule plan contains the timing of the implementation of each stage of inventory activities, starting from preparation to the data

processing and administration stage. However, in the implementation of the activity schedule can change if there are certain conditions that require adjustment. The change in schedule can be influenced by several factors, such as the availability of human resources (HR), team mobilization in the field, and work capacity in the implementation of abandoned land inventory activities in the Klaten Regency area.

The administrative preparation stage and supporting facilities in the inventory of abandoned land in Klaten Regency are carried out by the Klaten Regency Land Office to ensure that the implementation of the inventory runs in an orderly, planned manner, and supported by administrative completeness and adequate facilities. At this stage, the Head of the Land Office determines the location of the inventory through a Decree (SK) containing plots of land indicated to be abandoned as an object of field monitoring and issues a Letter of Assignment for implementing officers from work units in charge of controlling and handling disputes, with the possibility of involving other work units as needed.

Furthermore, the Klaten Regency Land Office submitted a notification to the Land Rights holders whose land plots had been identified and designated as objects in the land inventory activities indicated to be abandoned. The notification is made either directly or by official letter, or through the local village government if the address of the right holder is unknown. The notification is a form of administrative action that aims to provide information as well as initial clarification to the rights holder regarding the status of their land. In addition, administrative and activity support facilities were also prepared, such as computer devices, office stationery, as well as administration and financing of activities. The Inventory Team also prepared field technical equipment in the form of digital mapping devices, handheld GPS, documentation cameras, and inventory work maps that contain spatial information on land plots indicated to be abandoned based on the interpretation of satellite images. All of these preparations are carried out through internal coordination between work units within the Klaten Regency Land Office to support the smooth implementation of the inventory.

The next stage is Field Monitoring, in the inventory of land

indicated to be abandoned in Klaten Regency carried out through a field survey by the Inventory Team from the Klaten Regency Land Office. This activity aims to obtain a factual picture of the conditions of control, use, utilization, and maintenance of land in the inventoried objects. The information obtained from field monitoring is an important basis in the preparation of recommendations for handling land that is indicated to be abandoned.

Figure 3. The physical condition of land objects indicated to be abandoned in Klaten Priode Regency in 2023



(PT Dion Farma Abadi)



(PT Teguhsono Lestartama)



(PT Perkebunan Nusantara IX)



(PT Perkebunan Nusantara /PTPN)



(Land Indicated to Abandon Hariyanto)

Source: Researcher Field Observation, 2026

In its implementation, the officer first conveys the purpose and purpose of the activity to the land rights holder or the party who represents, as well as to the local village or sub-district officials. Furthermore, officers conduct field observations by collecting data and information related to soil conditions, documenting findings through field records and photos, and mapping actual conditions through delineation on spatial data. The aspects observed include land ownership, the existence and condition of boundary marks and the security of land plots, as well as the use and utilization of land by rights holders. The observation was carried out by utilizing inventory work maps, tracking coordinate points using handheld GPS devices, and visual documentation as data support.

Figure 4. Photo of Inventory field research activities by the Klaten Regency Land Office



Source: Klaten Regency Land Office, 2026

In 2023, the Klaten Regency Land Office has carried out Field Research activities for Abandoned Indicated Land Inventory Objects, on land with Building Rights (HGB) located at 8 different location points such as in Kemudo Village, Sanggrahan Village, Plawikan Village, Ceper Village, and Delanggu Village. This activity was led by Mr. Fajar Noviartha, S.Si. as the First Land Administrator of the Land Control and Handling Section of the Klaten Regency Land Office and was attended by the local Village Head, the local Hamlet Head,

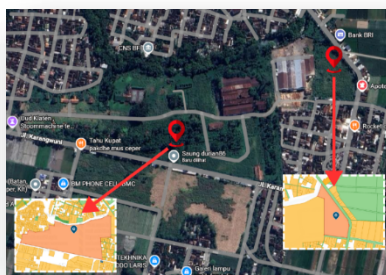
Babinsa, and the Land Rights Holder/Proximate of the Land Rights Holder.

The monitoring results are then compiled in the form of textual and spatial data that describe the actual condition of land objects in the field, including information on the area of control, the form of land use, and the condition of securing land plots. All the results of these activities are then outlined in the field monitoring report submitted to the direct leadership. In addition, the officer also submitted an official travel accountability file which includes a Letter of Assignment for the implementation of activities, an Official Travel Order (SPPD), and an official travel report as a form of administration for the implementation of abandoned land inventory activities in Klaten Regency.

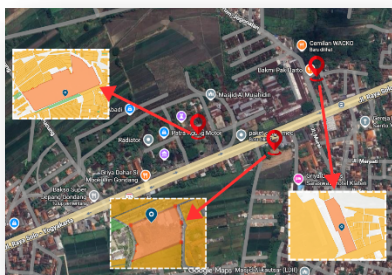
Figure 5. Map of Abandoned Land Objects in Klaten Region Regency in 2023



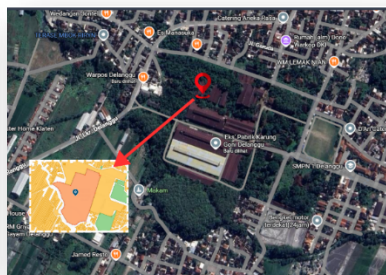
(Kemudo Village and Sanggrahan Village)



(Ceper Village)



(Plawikan Village)



(Delanggu Village)

Source: Author Research, 2026

The next stage is the processing of data from field monitoring carried out by the Inventory Team after the field survey is completed. This stage aims to compile and analyze all the data obtained so as to produce systematic information on the condition of the soil that is indicated to be abandoned by including the processing of textual data and spatial data. Data processing obtained from field monitoring activities includes the following stages:

a. Textua Data Processing

Textual data processing is carried out by compiling the results of field observations, information from rights holders, communities, and local governments, and other supporting data. These activities include:

- 1) filling in the Inventory of Abandoned Land Inventory List.
- 2) the preparation of tabulation of inventory object data based on the region and type of land tenure, such as Land Rights (HAT), Management Rights (HPL), or Land Tenure Basis (DPAT).

b. Spatial Data Processing

Spatial data processing is carried out by compiling maps based on the results of field monitoring through the overlay method of various spatial data. These activities include:

- 1) Overlay between registration maps, survey letters, or land plot maps with monitoring land tenure data to determine the location and boundaries of land tenure and potential disputes, resulting in land tenure maps;
- 2) Overlay between the land plot map with the actual land allocation data to find out the suitability of the allocation implemented by the rightholder, which produces a map of the suitability of land allotment; and
- 3) Overlay between the monitoring land use suitability map and the spatial plan map to assess the suitability of land use with the regional spatial plan.

The results of the processing produced a land tenure map, a map of land use suitability, and a map of land use suitability with spatial

planning, which is the basis for assessing the condition of land indicated to be abandoned in Klaten Regency.

The last stage in the inventory of land indicated to be abandoned in Klaten Regency is the preparation of an inventory report, which is carried out by the Klaten Regency Land Office as a form of accountability for the implementation of activities. This report refers to the provisions of Article 19 of Government Regulation No. 20 of 2021.²² In the mechanism, the Head of the Klaten Regency Land Office submits a report on the results of the inventory to the Head of the Regional Office of the National Land Agency, who then recapitulates data on land objects that meet the criteria for controlling abandoned land as stipulated in Article 10 and Article 11 of Government Regulation No. 20 of 2021.²³ The report on the results of the inventory of abandoned indicated land will then become a database of the inventory of abandoned land in Central Java Province.

The next stage after the receipt of the Inventory Report of the Land Inventory indicated by the BPN Regional Office of Central Java Province is then followed up by carrying out evaluation activities, evaluation of abandoned land is carried out by a committee formed and determined by the head of the BPN Regional Office of Central Java Province called Committee C. The deadline for the implementation of the evaluation of abandoned land is 180 calendar days, as referred to in Article 23 paragraph (4) of Government Regulation Number 20 of 2021 concerning the Control of Abandoned Areas and Lands.

As a follow-up to the report on the results in the evaluation of abandoned land in 2023, the Klaten Regency Land Office held a series of Committee C Sessions related to land objects with HGB status. The activity was also attended by the Head of the Klaten Regency Land Office, along with the Head of the Dispute Control and Handling Section, a team from the BPN Regional Office of Central Java Province, representatives from the Klaten Regency Regional Secretariat, the Klaten Regency Public Works and Spatial Planning Office

²² Pasal 19, Peraturan Pemerintah Nomor 20 Tahun 2021 tentang Penertiban Kawasan dan Tanah Telantar.

²³ Pasal 10 dan 11, Peraturan Pemerintah (PP) Nomor 20 Tahun 2021 tentang Penertiban Kawasan dan Tanah Telantar

(PUPR), the Klaten Regency Industry and Manpower Office, as well as rights holders to HGB objects that were discussed in the session. The session aims to put in order the assets of state land that have not been optimally utilized and ensure land management in accordance with the provisions of regulations, so as to create an orderly administration and productive and fair land use in Klaten Regency. This was conveyed by Mr. Fajar Noviartha, S., Si. as the First Land Administrator of the Dispute Resolution Control and Handling Section of the Klaten Regency Land Office in an interview on March 12, 2026.

After the evaluation is completed and it is proven that the land was deliberately abandoned, the head of the BPN Regional Office of Central Java Province first gives a notification to the holder of the right to use the land within a maximum period of 180 calendar days from the issuance of the notification letter. If it is still not used, the process will continue to the abandoned land warning stage based on Article 25 of Government Regulation Number 20 of 2021. The warning is carried out with a written warning in stages of 3 (three) times, namely:

- a) Warning I: A period of 90 calendar days for the right holder to cultivate his land.
- b) Alert II: If Alert I is ignored, alert II is given with 45 calendar days.
- c) Warning III: If it is still not implemented, a final warning is given for 30 calendar days.

The last stage in the process of controlling abandoned land is the determination of abandoned land carried out by the Minister of Agrarian and Spatial Planning/Head of the National Land Agency (ATR/BPN). The determination was made based on the proposal for the determination of abandoned land submitted by the Head of the BPN Regional Office of Central Java Province by considering all the results of the implementation of abandoned land control until the provision of the Third Warning. Based on the results of monitoring and evaluation after the end of Anniversary III, it is known that there are still some or all of the Rights/Management Rights/DPAT land that is not cultivated, used, utilized, and/or maintained by rights holders,

management rights holders, and DPAT holders so that it de facto meets the criteria as abandoned land. On this basis, a Decree (SK) on the Determination of Abandoned Land was issued, so that the land was officially designated as land directly controlled by the state.

2. Obstacles in the Implementation of Land Inventory Indicated to Be Abandoned in Klaten Regency

In the implementation of land inventory, it is indicated that abandoned land carried out by the Klaten Regency Land Office cannot be separated from various obstacles that affect the effectiveness of the inventory and identification process. As a technical agency under the coordination of the National Land Agency (BPN), the Klaten Regency Land Office has a strategic role in ensuring the implementation of the inventory process for land plots that are included in land objects indicated to be abandoned in Klaten regency.

The implementation of land inventory is indicated to be abandoned by the Klaten Regency Land Office in practice still facing various challenges and obstacles that are multidimensional, both from administrative, technical, and social aspects. The obstacles faced are not only related to internal institutional limitations, such as data support, human resources, time, and budget, but are also influenced by external factors, especially in terms of coordination between agencies and the level of awareness of land rights holders. This condition causes the inventory process of land indicated to be abandoned often cannot be carried out optimally, resulting in the constraints of the identification process and determination of land that is indicated to be abandoned.

Table 2. Obstacles to Land Inventory Implementation Indicated Abandoned Land

Types of Obstacles	Obstacles Description	Impact on Implementation
Aspects of Legal Substance	Difficulty proving the element of "intentionality" as regulated by Government Regulation No. 20/2021; There are exceptions (force majeure,	Ambiguity in the determination of land status; potential legal objections from rights holders.

	disputes, changes in spatial planning) that are difficult to verify.	
Limitations of Administrative Data	Land data is not up-to-date; inconsistencies in juridical and physical data; The archive fire in 2021 damaged some of the physical documents.	Field verification takes longer; The accuracy of the data is compromised.
Institutional and HR Limitations	Limited number of technical personnel; the budget is only from the state budget and is affected by efficiency; The distance between inventory objects is far and dispersed.	Limited inventory coverage; the field survey is not optimal; data quality is reduced.
Lack of Coordination Between Agencies	Data synchronization with the spatial planning, housing, agriculture, and village government offices has not been optimal; The understanding of village officials about the criteria for abandoned land is still low.	Field information is not integrated; The potential of the indicated object is not detected early.
Low Awareness of Participation of Rights Holders	The right holder does not report the condition of the land, avoids the inventory process, domicile outside the city so it is difficult to clarify.	The identification process is hampered; The data collected is incomplete.
Dualism of Land Domination	Land is juridically controlled by the rightholder, but factually used by other parties (the community, tenants) without legality.	It is difficult to distinguish between abandoned land and land that appears to be being used; triggering potential disputes.

Source: Researcher Analysis, 2026

Thus, the obstacles in the implementation of land inventory indicated to be abandoned by the Klaten Regency Land Office show that the existing problems are not only from the normative and technical aspects, but also reflect the limitations of institutional capacity and external environmental support. These obstacles include the following aspects:

a. Obstacles in the Aspect of Legal Substance Regarding the Provisions of the "Intentional" Element Based on Government Regulation No. 20 of 2021

Obstacles to difficulties in distinguishing intentional elements based on Government Regulation Number 20 of 2021, the provisions regarding the element of "*intentionality*" in the determination of land indicated to be abandoned actually pose its own obstacles in the implementation of the inventory of land indicated to be abandoned in Klaten Regency. Normatively, land can only be categorized as abandoned if there is an element of intentionality on the part of the right holder not to cultivate, use, or utilize it. However, in the practice of inventory, the inventory team often faces difficulties in proving whether or not there is an element of intentionality.

This obstacle is even more complex because of the existence of an exception space as explained in the Explanation of Article 5 paragraph (1) and the Explanation of Article 3 paragraph (1), which states that a land is not considered abandoned if it is not used due to factors beyond the control of the rights holder, such as disputes, changes in spatial planning, the determination of conservation areas, or force majeure. In field inventories, these conditions are often difficult to verify administratively or factually, especially if they are not supported by formal evidence or official information from the authorities. As a result, officers experienced obstacles in determining whether a plot of land really met the criteria as land indicated to be abandoned.

Furthermore, this problem is faced with the factor of the right holder's reason regarding macroeconomic obstacles, such as financial crisis or limited business capital, in Government Regulation No. 20 of 2021 itself does not explicitly regulate it as a form of exception. Normatively, such economic conditions are not automatically qualified as force majeure, except in certain circumstances that are officially recognized as extraordinary conditions by the government. As a result, in practice there is often ambiguity in its implementation by the Klaten Regency Land Office, because on the one hand the right holder is unable to cultivate his land due to economic pressure as a compelling situation, but on the other hand this condition still has the potential to be considered a form of neglect.

b. Limitations of Land Administration Data

Administratively, the problems experienced by the Klaten Regency Land Office lie in the limitation of data and the insynchronization of land data. The problem of land data that is not up-to-date (not updated) and limited data accessibility are structural obstacles in the implementation of land inventory indicated by the Klaten Regency Land Office, because the process of verifying the status of land and buildings is highly dependent on accurate, complete, and up-to-date data, both from land books, registration maps, and electronic databases. In practice, there is often a lack of complete data available as well as inconsistencies between juridical data and physical conditions in the field due to unupdated data after the transfer of rights, unrecorded land tenure, and unreported land use changes. As a result, officers have difficulty in conducting objective and comprehensive verification, because they have to conduct data tracing in layers and across agencies, which has an impact on the suboptimal determination of abandoned land.

This condition is further exacerbated by obstacles in the availability of land archive data due to a fire incident that occurred in the archive room of the Klaten Regency Land Office on May 22, 2021. Based on the findings of the research, the incident resulted in some of the physical documents of the land not being found or damaged, making it difficult to trace the history of land rights data. As a result, in the implementation of inventory, officers often have to carry out additional verification through alternative sources such as information from local village officials or other secondary data, which ultimately takes longer and has the potential to affect the level of data accuracy. This was conveyed by Mr. Fajar Noviartha, S.Si as the First Land Administrator of Young Experts in the Dispute Control and Handling Section of the Klaten Regency Land Office in an interview on March 12, 2026. Thus, the limitation of data caused by administrative factors and external conditions is one of the important obstacles in realizing an accurate and comprehensive inventory of abandoned indicated land in Klaten Regency.

c. Institutional and Resource Limitations

Implementation of land inventory indicated that the land office of Klaten Regency experienced various kinds of institutional obstacles that were structural and systemic, these obstacles included limited human resources, time, and budget limitations. Limited human resources are one of the significant obstacles in the implementation of the inventory of abandoned land in Klaten Regency, especially when it is associated with the area and the number of land plots that must be verified directly in the field. Inventory activities not only require administrative skills, but also technical personnel who have competence in measuring, mapping, and verifying the physical condition of the soil.²⁴ However, the amount of manpower available at the Klaten Regency Land Office is often not proportional to the workload, This is increasingly evident from the existence of land objects indicated to be abandoned which are approximately eight (8) plots of land spread across five (5) different areas, namely in Kemudo Village, Sanggrahan Village, Plawikan Village, Ceper Village, and Delanggu Village. The distribution of the location of the object causes the data collection process to not be carried out comprehensively in a short time considering the limitations of the implementing staff, thus having an impact on the length of the identification process and potentially hindering the determination of land status.

Time constraints are also an obstacle in reaching all land objects indicated to be abandoned, especially in rural areas of Klaten Regency which have diverse geographical conditions and distances between indicated land objects that are relatively far apart and spread in various different areas where this is also the weak support of adequate facilities and infrastructure. The inventory process, which is ideally carried out in detail and repeatedly, often does not run optimally, so some data still requires further verification. This condition causes the implementation of the inventory to be carried out in stages based on priority, which ultimately not only affects the speed, but also has the potential to affect the quality of the data produced as the basis for

²⁴ Setyaningsih, F. (2024). *"Evaluasi atas inventarisasi dan penertiban tanah hak guna bangunan (HGB) yang terindikasi telantar di Surabaya"*. (Doctoral dissertation, Sekolah Tinggi Pertanahan Nasional).

determining the legal status of the land.

From the technical aspect, in addition to limited human resources and time, there are also budget limitations at the Klaten Regency Land Office which is an obstacle in itself, considering the breadth of the scope of the inventory area that must be reached, because in the Klaten Regency Land Office itself, the budget for financing land inventory is indicated to be abandoned only from the State Revenue and Expenditure Budget (APBN). In addition, the government's budget efficiency policy also has an impact on the limited allocation of funds in the implementation of land inventory activities indicated by abandonment, dependence on the State Budget as the only source of financing causes low program flexibility, limited scope of activities, and has a direct impact on data quality, field survey intensity, and speed of inventory completion. This is exacerbated by high technical operational costs such as mapping, field verification, and Coordination Costs (Technical Meetings) and Evaluation Monitoring.

Thus, the limitation of Human Resources (HR), Time, and Budget is a very crucial obstacle to the implementation process in reaching all land objects indicated to be abandoned, especially in rural areas of Klaten Regency which have diverse geographical conditions and relatively far distances between locations. This can be seen from the distribution of land objects indicated to be abandoned, such as, in Kemudo Village and Sanggrahan Village located in Prambanan District which is directly adjacent to the Special Region of Yogyakarta, with the location of other land objects indicated to be abandoned such as the one located in Delanggu Village in Delanggu District which has a distance of approximately 25 km. This condition causes the inventory process to run less than optimally and requires more effective management of implementing personnel and time.

d. Lack of Interagency Coordination

Inter-agency coordination in land inventory activities indicated to be abandoned in Klaten Regency shows that the role of local governments has not been fully optimal, especially with the spatial planning office, housing office, and agriculture office. The obstacle that is often encountered lies in the lack of synchronization of data on space utilization and land use status, thus causing a discrepancy

between the juridical data owned by the Land Office and the factual conditions in the field. On the other hand, the involvement of the village government is also not fully optimal, although sociologically village officials have closer knowledge of the real conditions of land control and use in their areas. However, this role has not been maximized due to the weak communication and synergy between village officials and the Land Office, which is influenced by the limited understanding of village officials regarding the criteria and indicators of land that can be categorized as indicated abandoned land, as well as the lack of an effective and structured coordination mechanism, thus hindering the process of identification and determination of abandoned land indicated.

This was also conveyed by Mr. Yasir as the Secretary of Ceper Village, based on an interview on March 30, 2026, that the village officials still do not understand the land indicated to be abandoned, so it is still experiencing difficulties in distinguishing between land that is deliberately not used productively and land that is only temporarily not used for certain reasons, such as waiting for development planning or economic factors of the landowner. The difficulty in conducting the classification shows that there are obstacles in the aspects of technical understanding and operational guidelines that have not been fully understood by village officials.

Furthermore, this condition has an impact on the inhibition of the communication process and information exchange. As a result, there are delays in data submission and lack of synchronization between data owned by related parties, which ultimately hinders the smooth and effective land inventory process which is indicated to be abandoned, thus becoming an obstacle in the implementation of the identification process.

e. Low Awareness of Participation of Rights Holders

The low awareness and participation of rights holders is one of the dominant obstacles in the implementation of the inventory of abandoned land in Klaten Regency. In practice in the field, there are still rights holders who do not report the condition of their land that is not utilized, and do not have an adequate understanding of the obligation to use land in accordance with the principles of social

function. In addition, the absence of rights holders at the time of field verification is also an obstacle in ensuring the validity of the data collected.²⁵ This condition causes the data collection process to be suboptimal, because the information obtained does not fully reflect the actual situation.

Based on the results of an interview with Mr. Fajar Noviartha, S.Si as the First Land Administrator of Young Experts in the Control and Dispute Handling Section of the Klaten Regency Land Office in an interview on March 12, 2026, stated that there are several land rights holders who are difficult to ask for information, even choosing to avoid the inventory process because of concerns that the land owned will be designated as abandoned land. This resistive attitude shows that there is still low public legal awareness of the importance of land control as part of agrarian law enforcement. As a result, the inventory process becomes hampered and requires additional efforts to obtain accurate data. This strengthens the finding that low participation and legal awareness of rights holders is one of the factors that affect the effectiveness of the implementation of land control indicated by abandonment at the field level.

In addition, the domicile of the land rights holder who is outside the city so that it is difficult to be asked for direct information and the physical absence of the right holder also complicates efforts to clarify the direct right holder at the location, which ultimately slows down the process of identification and research of land indicated to be abandoned carried out by the Land Office, This was conveyed by Mr. Darussalam as Head of the Delanggu Village Service and Community Section, on March 30, 2026.

f. Dualism of Land Domination

Land control by other parties who are not rights holders is one of the crucial obstacles faced, namely where land that is still juridically controlled by the rights holder is actually used by the surrounding community without legality. In practice, it is not uncommon to find that land that is legally owned by a party is actually controlled or utilized by the community, tenants, or even parties who do not have a

²⁵ Nurulhuda, M. L., & Aslak, J. M. (2025). "*Pengaturan Tentang Penertiban Tanah Terlantar Di Indonesia*". Jurnal Ilmu Pendidikan Modern, 9(4).

clear legal basis.

Furthermore, this complexity increases when land that is juridically indicated to be abandoned actually appears to be physically used in the field, either in the form of simple cultivation, temporary use, or limited use that is not in accordance with the allocation of its rights. This condition gives rise to a phenomenon that can be called pseudo-utilization, which is a situation in which land is seen to be used, but it substantially does not reflect the implementation of the obligations of the land rights holder as in accordance with the Decree (SK) granting the rights issued. As a result, the land visually does not meet the criteria as abandoned land, even though normatively it can be categorized as land that is not cultivated, not used, or not optimally utilized.

Figure 6. Physical Condition of the Soil is Utilized by Other Parties



Source: Researcher Field Observation, 2026

Such conditions were encountered in land objects indicated to be abandoned with the status of Building Rights (HGB) land located in Plawikan Village. This was also conveyed by Mr. Sutiman as the Head of Plawikan Village based on an interview on April 2, 2026, who stated that the land has not been managed and has not been used based on its designation by the right holder for a long time, so that it is used by parties who are not the holders of land rights for their purposes, where physical control by parties who are not holders of this right has been going on for many years.

Such a situation often creates ambiguity in the inventory process,

because land officials face difficulties in distinguishing between land that is actually used legally and land that is only used in a limited way or not in accordance with the purpose of granting rights. This shows that the use by other parties, especially by the surrounding community, often masks indications of neglect by legitimate rights holders.²⁶

3. Synchronization Between Land Inventory Indicated as Abandoned and the Regional Spatial Plan (RTRW) of Klaten Regency

Synchronization between the inventory of abandoned land and the Regional Spatial Plan (RTRW) of Klaten Regency is an important aspect in the implementation of the inventory of abandoned land as part of a sustainable land management policy. The management of abandoned land as stipulated in Government Regulation No. 20 of 2021 concerning the Management of Abandoned Areas and Lands aims to ensure that the land that has been granted land rights is actually used in accordance with the purpose of granting these rights. In this case, the inventory of land indicated as abandoned not only serves to identify land that is not used or abandoned by its rights holders, but also to assess the suitability of the use of the land with the spatial planning policy contained in the Klaten Regency RTRW.²⁷ The synchronization between the inventory of abandoned land and the Regional Spatial Plan (RTRW) of Klaten Regency shows that the two instruments conceptually have a strong relationship in realizing orderly land management and space utilization. Thus, the RTRW not only functions as a planning document, but also as an evaluative parameter in the process of identifying land indicated as abandoned.

The relationship between the inventory of abandoned land and RTRW shows a strategic and normative relationship. This is in line with Law Number 26 of 2007 concerning Spatial Planning which

²⁶ Fadhya, N. F., & Parwitasari, H. (2024). "Determination of abandoned land as a form of government supervision of land rights holders based on government regulation number 20 of 2021 concerning the control of abandoned areas and land". *The International Journal of Politics and Sociology Research*, 12(3), 177-188.

²⁷ Prayogo, D. (2025). "Analisis yuridis terhadap kebijakan pengambilalihan tanah terlantar oleh pemerintah ditinjau dari perspektif hukum perdata". (Doctoral dissertation, Universitas Islam Sultan Agung).

emphasizes that the use of space must be in accordance with the regional spatial plan that has been determined.²⁸ Thus, any inventory and identification of land indicated as abandoned must consider the suitability between existing land use and zoning in the RTRW. If a plot of land is not used or is used not in accordance with the spatial plan, then this condition can be an initial indicator for control. This provision is also in line with Article 61 of Law No. 26 of 2007 which requires everyone to use space in accordance with the RTRW, so that normatively land that is not in accordance with its use has the potential to become an object of control, including as land indicated to be abandoned.

In the implementation of the inventory of land indicated to be abandoned, the Klaten Regency Land Office collects physical and juridical data on land, including existing use and land rights status. However, the relevance of the data is highly dependent on its suitability with the RTRW. An inventory that focuses only on existing conditions without comparing them to the allocation of space has the potential to result in partial identification. In practice, if an existing plot of land is not utilized or is used not in accordance with the RTRW zoning, for example, land with industrial purposes that is left vacant or used as temporary agricultural land where the condition is a violation of Article 61 and Article 69 of Law No. 26 of 2007, then the land can be categorized as land indicated to be abandoned. This shows that RTRW functions as a normative benchmark in assessing the suitability of land use.²⁹

Based on the results of the research conducted by the author directly at the Klaten Regency Land Office, synchronization was carried out by looking at the data on the Decree (SK) granting of rights and then the data was compared with the Klaten Regency RTRW zoning map which is regulated through Klaten Regency Regional Regulation Number 10 of 2021 concerning the Klaten Regency RTRW for 2021–2041.³⁰ The Regional Regulation has

²⁸ Undang-Undang Nomor 26 Tahun 2007 tentang Penataan Ruang

²⁹ Azzahra, H. K. (2025). *"Analisis Spasial Keterjangkauan dan Aksesibilitas TPS di Kawasan Perkotaan Pedan Kabupaten Klaten"*. Universitas Lampung. <https://digilib.unila.ac.id/87469/>

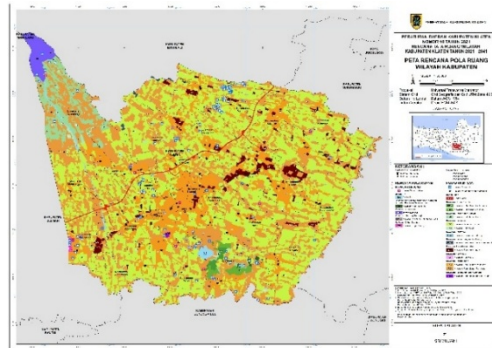
³⁰ Peraturan Daerah Kabupaten Klaten Nomor 10 Tahun 2021 tentang

binding legal force as a law regulation at the regional level which is the legal basis in determining the allocation of space as stipulated in Article 14 of Law No. 26 of 2007. Through the synchronization process, it can be found whether the land that is indicated to be abandoned is in an agricultural area, residential area, industrial area, or protected area that has been determined in the regional spatial plan.³¹

The synchronization between the inventory and identification of abandoned land must be in line with the Klaten Regency RTRW as regulated in the Klaten Regency Regional Regulation Number 10 of 2021 concerning the 2021-2041 RTRW, so that it has an important role in determining the direction of initial handling before the determination of land status is carried out. In practice in the field, the results of the inventory and identification carried out by the Land Office do not only stop at the determination of indications of neglect, but also become the basis for assessing the suitability of land use with the spatial function that has been determined in the RTRW. For example, land that is identified as not managed and is located in an agricultural area or economic development area according to the Klaten Regency RTRW can be directed to be reused in accordance with the Decree granting land rights obtained in order to realize an orderly use and utilization of space so as to create clear legal certainty. Thus, the inventory and identification of abandoned land activities not only function as an administrative process in land management, but also as an initial instrument in ensuring that future land use remains in line with the spatial planning policy of Klaten Regency.

Rencana Tata Ruang Wilayah Kabupaten Klaten Tahun 2021–2041.

³¹ Muryono, S., Utami, W., Hadi, A. H., & Sugiharto, S. (2020). *“Analisis Spasial Kesesuaian Antara Lahan Pertanian Pangan Berkelanjutan Terhadap Penggunaan Tanah Saat Ini Dan Rencana Tata Ruang Wilayah (Studi Di Kabupaten Klaten Provinsi Jawa Tengah)”*.

Figure 7. Spatial Plan Map of Klaten Regency for 2021-2041

Source: Klaten Regency Government, 2026

In addition, this synchronization also has implications for the optimization of regional spatial planning. PP 20 of 2021 aims to regulate the control and use of land so as not to hinder development and support the efficiency of the use of agrarian resources. In Klaten Regency, the existence of abandoned land that is not in harmony with the RTRW has the potential to hinder the realization of regional development plans, especially in strategic areas that have been planned for economic development. The inconsistency in land use can be attributed to the purpose of spatial planning as stipulated in Article 3 of Regional Regulation No. 10 of 2021 concerning the Klaten Regency RTRW for 2021-2041, which emphasizes that spatial planning aims to create a safe, comfortable, productive, and sustainable area. Therefore, the integration between the implementation process of the land inventory indicated as abandoned and the RTRW is an important instrument to ensure that each plot of land is used in accordance with the direction of the regional development policy.

Table 3. Synchronization between Abandoned Indicated Land Inventory Objects and RTRW

Location	Rights Status	Allocation based on Grant Rights	Zoning of RTRW Klaten Regency (Regional Regulation No. 10/2021)	Compatibility	Implications of Regulation
Kemudo Village	HGB (PT Dion Farma Abadi)	Industry	Industrial Estate	Conform	The land is not utilized, even though the zoning is appropriate. Inventory encourages reuse.
Plawikan Village	HGB (PT Perkebunan Nusantara IX)	Industry	Wetland agricultural areas	Inappropriate	The potential is redirected according to the RTRW; If it is not used, it can be ordered.
Ceper Village	HGB (PTPN)	Plantations	Industrial Estate	Inappropriate	Changes in spatial planning can be a reason for exclusion; Further evaluation is needed.

Source: Researcher Analysis, 2026

Suitability of land use is also an important aspect in the advanced stages of land management indicated by abandonment. Although the focus of this research is at the indication stage, it should be understood that if a land is later designated as abandoned land, then its reuse must still refer to the RTRW. Thus, the RTRW serves as a basic framework that ensures that any policy intervention on land indicated to be abandoned remains within the corridor of sustainable and targeted spatial planning.

However, the implementation of synchronization between the inventory of abandoned land and the RTRW in Klaten Regency usually still faces several obstacles, including the limitation of spatial data integration between land agencies and spatial planning agencies, the difference in map scale between land plot maps and RTRW maps,

and lack of coordination between agencies in land data management and spatial planning. This condition can hinder the effectiveness of the abandoned land inventory process because information on land use status and suitability with spatial plans is not always available in an integrated information system.

Synchronization between the management of abandoned land indicated by RTRW in the implementation of abandoned land inventory in Klaten Regency is a strategic step in realizing effective and sustainable land management. Through the integration between land policy and spatial planning, land that was previously unused can be directed to support regional development in accordance with the planned spatial designation.³²

C. Implications of Land Control Indicated by Abandonment on Legal Certainty and Prevention of Land Rights Disputes in Klaten Regency

The implications of land control indicated by abandonment in Klaten Regency can be seen from the extent to which the policy is able to have a real impact on land plots that in practice are not optimally utilized by rights holders. Based on field conditions in several areas of Klaten Regency, every year there are still plots of land that are left vacant for a long period of time without clear utilization activities.³³ The unused land often creates legal uncertainty because it opens up opportunities for other parties to use the land factually. In some cases, this condition also raises the potential for claims of control by parties who do not have a strong legal basis so that it has the potential to cause land disputes if immediate control is not carried out by the Klaten Regency Land Office.

In Klaten Regency, the implementation of land control is indicated to be abandoned by the Klaten Regency Land Office

³² Agustina, F. (2025). *"Perlindungan Hukum Bagi Pemilik Hak Atas Tanah Yang Terindikasi Terlantar Berdasarkan Undang-Undang Pokok-Pokok Agraria"*. Journal of Interdisciplinary Legal Perspectives, 2(1), 55-71.

³³ Marryanti, S., & Nurrokhman, A. (2021). *"Kepastian Hukum Hak Atas Tanah: Pelajaran dari Kekalahan Perkara Pertanahan di Pengadilan"*. Jurnal Pertanahan, 11(2).

through the stages of inventory and identification of plots of land that are suspected of not being used in accordance with the purpose of granting their rights.³⁴ The management of land indicated to be abandoned through inventory activities by the Land Office has implications for increasing legal certainty and preventing land rights disputes.

The implementation of the inventory by the Klaten Regency Land Office shows direct implications for increasing legal certainty on land. The implications of the implementation of land control are indicated to be abandoned to legal certainty can be seen in the increasing clarity of the legal status of land that was previously in an unproductive or unmanaged condition. Through the stages regulated in Government Regulation No. 20 of 2021, especially Articles 9 to 13, it shows that there are systematic efforts of the state in creating an orderly land administration through an integrated database.

In terms of legal certainty, its implementation in Klaten Regency has reflected structured and data-based procedures, so as to reduce subjectivity in determining land status. Formal stages such as verification, determination, and notification to rights holders provide guarantees of legal protection while affirming the obligation of rights holders to utilize their land in accordance with the social function of land rights. Thus, the norms in Government Regulation No. 20 of 2021 have conceptually supported the creation of legal certainty.

However, in practice in Klaten Regency, the effectiveness of land inventory is indicated to be abandoned and still faces a number of obstacles that have the potential to reduce the level of legal certainty. One of them is the inconsistency between juridical data and factual conditions in the field, as well as the limitations of data that are not up to date. In addition, the lack of coordination between agencies, such as the village government, can also hinder the identification process of abandoned land because information about land use conditions in the field is often only known by the local community.

³⁴ Situmorang, T. R. U., Yamin, M., & Siahaan, R. H. (2025). *"Analisis Pembatalan Keputusan tentang Penetapan Tanah Terlantar yang Berasal dari Hak Guna Bangunan"*. Jurnal Hukum Lex Generalis, 6(9).

Table 4. Comparison of Juridical and Factual Data on Indicated as Abandoned Land Objects

Location	Rights Status	Juridical Data (Rightholders)	Factual Conditions of the Field	Potential Disputes
Plawikan Village	HGB PT Perkebunan Nusantara IX	Plantation companies	There is a part of the land that is managed by a party that does not have legality	High – the rightholder can reclaim, the beneficiary party feels that it has managed for many years
Kemudo Village, and Sanggrahan Village	HGB PT Dion Farma Abadi, and HGB PT Teguhindo Lestartitama	Pharmaceutical Companies	Vacant land, no activity, not managed by other parties	Medium – there is no conflict at the moment, but there is potential if there are claims from third parties
Delanggu Village	HGB Hariyanto	Individual (speculation)	The land is partly used by local residents	High – there has been exploitation by other parties without legal basis

Source: Researcher Analysis, 2026

The impact on legal certainty can be seen from two sides. On the one hand, the existence of abandoned land management is indicated to provide legal certainty because the state seeks to regulate the status and use of land in accordance with applicable regulations. However, on the other hand, the lack of clarity of data, the slow implementation process of regulation, and the existence of control by other parties actually create new legal uncertainty. Communities that control land factually without legality become vulnerable to conflict, while juridical rights holders often do not carry out their obligations.

In addition to creating legal certainty, the management of abandoned land through inventory also functions as a preventive instrument in the prevention of agrarian conflicts. With the notification of the results of the inventory and field verification, interested parties are given the opportunity to file objections or clarifications, so that potential disputes can be resolved early before they develop into more complex legal conflicts. This shows that the inventory is not only administrative, but also has juridical and social

dimensions in creating land order.³⁵ The government can identify land parcels that have the potential to cause conflict early and take preventive measures to avoid disputes.³⁶ Clarity of the legal status is important in order to prevent land ownership by unauthorized parties and potential disputes.³⁷ Thus, the potential for disputes can be minimized early on because each plot of land has a clarity of status and legally recognized control.

1. The Benefits of Land Control Indicated by Abandonment to Legal Certainty of Land Rights Status

Legal certainty is one of the main objectives of the implementation of agrarian law in Indonesia, as reflected in Law No. 5 of 1960 (UUPA) which emphasizes the importance of regulating the control, ownership, use, and utilization of land in a clear and orderly manner.³⁸ According to the theory of legal certainty put forward by Hans Kelsen, law must be understood as a system of norms that are arranged in a hierarchical manner and provide clear, consistent, and enforceable rules so that people know their rights and obligations and obtain legal protection for their interests.

The benefits of land control indicated by abandonment of the legal certainty of the status of land rights in Klaten Regency can be studied through the application of the theory of legal certainty, especially as stated by Hans Kelsen who emphasizes the elements of clarity of norms, consistency, and legal validity based on procedures and hierarchies of laws and regulations. Based on the results of research at the Klaten Regency Land Office, the application of this theory has generally been accommodated in management practice, but there are still some empirical dynamics that affect the level of

³⁵ Shafira, A. R. (2024). *"Perlindungan Hukum dan Inventarisasi Tanah"*. UWKS. <https://erepository.uwks.ac.id/18238/>

³⁶ Naufal, M. A. (2025). *"Sengketa Penetapan Tanah Terlantar atas Hak Guna Usaha"*. Padjadjaran Law Review. <https://jurnal.fh.unpad.ac.id/index.php/plr/article/view/2462>

³⁷ Subagio, I. M. (2025). *"Cara Menghindari Tanah Terlantar: Ditinjau dari Aspek Hukum dan Ekonomi"*. Disiplin: Majalah Civitas Akademika Sekolah Tinggi Ilmu Hukum sumpah Pemuda, 31(4).

³⁸ Zarbiyani, F., & Sudiro, A. (2023). *"Penetapan tanah terlantar sebagai bentuk perlindungan dan kepastian hukum"*. Unes Law Review.

optimality.

Table 5. The Benefits of Land Control Are Indicated to Be Abandoned to the Legal Certainty of Land Rights

Legal Certainty Aspects	Benefits Produced in Klaten Regency
Clarity of Legal Status	The designation of land status as "indicated abandoned" provides a clear legal basis for the state to take control measures.
Land Data Update	Inventory generates more accurate and up-to-date data, reducing overlapping tenure and double claims.
Conflict Prevention	Clarity of land status eliminates potential claims from other parties who control factually.
Preventive Effects for Rights Holders	Notices and threats of determination as abandoned land encourage rights holders to return to cultivating their land according to social functions.
Legal Validity (Kelsen's Theory)	A systematic and data-based inventory procedure provides legal validity to the decision to determine the status of the land.

Source: Researcher Analysis, 2026

The main benefit of the control process is the creation of clarity regarding the legal status of land that was previously unclear in its use. If after the identification process is carried out it is known that the land is not used by the right holder within a certain period of time according to the provisions as stipulated in Government Regulation No. 20 of 2021, then the land can be designated as an object of land indicated to be abandoned. The determination provides a legal basis for the state to take further steps in the management of the land in accordance with the provisions of the applicable agrarian law.³⁹ This is related to the aspect of clarity of norms in the perspective of Hans Kelsen's theory, which is reflected in the systematic regulation of the criteria for land indicated to be abandoned, the stages of inventory, identification, and determination of land status regulated in

³⁹ Widyatmojo, S. (2022). "Penertiban tanah terlantar dalam rangka reforma agrarian". *Jurnal Pertanahan*, 12(2), 45-60.

Government Regulation No. 20 of 2021.

Through the implementation of land control indicated to be abandoned in Klaten Regency, the government conducts a systematic inventory and identification to ensure the real conditions of land use. This process allows for tracing of the status of rights, the existence of rights holders, and the suitability of land use for the purpose of granting rights. Based on the results of these activities, it can be determined more clearly whether a plot of land is still in the active control of the rights holder or has met the criteria as abandoned land. This clarity is an important basis in creating legal certainty, as it eliminates the potential for double claims and emphasizes the legal relationship between the subject and the land object in accordance with applicable legal norms.⁴⁰

The inventory of land indicated to be abandoned in Klaten Regency also contributes to increasing legal certainty through the provision of more accurate and up-to-date land data. Based on the observation results, previously there were limited data that made it difficult to determine the status of land definitively, especially on land that is rarely used or not actively supervised by rights holders. With the inventory, data on ownership, area, location, and land use conditions can be updated more systematically, thereby minimizing the potential for overlapping tenure and double claims, as well as strengthening the legal validity of the land data.⁴¹ In the perspective of Hans Kelsen's theory, this has to do with the aspect of norm validity, where a legal decision must be based on valid procedures and evidence. In Klaten Regency, data update through inventory is crucial considering that previously there were limited data and insynchronization between administrative and factual conditions in the field. With more accurate data, the potential for errors in determining land status can be reduced, thereby increasing legal certainty.

In addition, in its implementation in Klaten Regency, the control of abandoned land also functions as a control mechanism for land that

⁴⁰ Moechthar, O. et al. (2025). "Reconsidering Land Rights," *BHUMI: Journal of Agrarian and Land*.

⁴¹ Rosando, A.F. & Rosadi, F. (2025). "Land Registration and Legal Certainty," the champion said.

is not optimally utilized. With this process, rights holders are encouraged to pay more attention to the use of their land so that it is not included in the abandoned category.⁴² This has an impact on reducing land that is left vacant without management, thus indirectly reducing the potential for disputes arising from illegal land ownership by other parties. Thus, the management of abandoned land is indicated to provide real benefits in increasing the legal certainty of the status of land rights through affirmation of status, conflict prevention, and encouraging orderly land use in accordance with the provisions of the applicable law in Klaten Regency. Through the process of control and identification from the beginning, the Land Office can find out the condition of the land that has the potential to cause conflict and take administrative steps to provide clarity on the legal status of the land.

In its implementation in Klaten Regency, land management indicated that abandoned land not only functions as an instrument for land administration law enforcement, but also plays a role in encouraging changes in the behavior of land rights holders. Based on field findings, after the inventory and identification stages were carried out, the rights holder began to show a response to the status of the land they own, especially when the land was indicated not to be used according to its designation. This condition can be seen from the efforts of the rights holder to return to manage their land in accordance with the Decree (SK) granting land rights that have been given, in order to avoid being designated as abandoned land. This shows that regulation has a preventive effect that encourages rights holders to be more active in fulfilling their obligations.

Based on the results of an interview with Mr. Fajar Noviartha, S.Si as the First Land Administrator of Young Experts in the Dispute Control and Handling Section of the Klaten Regency Land Office on March 12, 2026, explained that the management of land indicated to be abandoned also has an impact in the form of increasing awareness and willingness of rights holders to utilize their land. It was conveyed that after the inventory activities and notification to rights holders

⁴² Jundi, A.M. et al. (2025). *"Land Redistribution Policy,"* Journal of Law, Politics and Humanities.

regarding the indication of abandoned land, some rights holders began to cultivate or show efforts to recultivate their land. This is done by the right holder so that the land is not designated as abandoned land that has the potential to be controlled by the state. These responsive actions show that the inventory and notification process is not only administrative, but also has a real effect in encouraging rights holders to immediately secure the status of their land through active utilization. This also emphasizes that the threat of determination as abandoned land is a driving factor for the right holder to fulfill his obligations, so that the land is no longer in an unmanaged condition and remains in legal control.

Furthermore, the implementation of land control indicated by abandonment also makes an important contribution in updating land data to be more accurate and in accordance with factual conditions in the field. This accurate data is very important in supporting legal certainty of the status of land rights, because it can reduce the possibility of overlapping tenure and errors in land administration records.

Based on these conditions, it can be known that the management of land indicated abandoned in Klaten Regency provides several important benefits in realizing legal certainty of the status of land rights, namely, providing clarity regarding the legal status of land that was previously not used optimally, Providing Accurate Data, preventing conflicts or land tenure disputes between rights holders and the Community, encouraging rights holders to utilize land in accordance with the principles of the social function of land, as well as assisting the government in managing soil resources in a more orderly and effective manner.

If studied based on the theory of legal certainty, the implementation of land management indicated to be abandoned in Klaten Regency has basically shown normative conformity, especially in terms of clarity of norms, consistency of application, and legal validity based on legal procedures and authority as emphasized by Hans Kelsen. However, in practice, it has not been fully optimal. Theoretically, legal certainty requires clarity on the status of rights, consistency in the application of rules, and certainty of the validity of

norms in the legal system. In this situation, control activities through the stages of inventory and identification in Klaten Regency have led to efforts to clarify the legal relationship between rights holders and land objects.⁴³ This can be seen from the process of verifying administrative data and factual conditions in the field which aims to determine the status of land more definitely, so that it is in line with the goal of legal certainty theory.

Thus, the management of land indicated abandoned through the inventory and identification of land indicated to be abandoned has very important benefits in creating an orderly land administration in Klaten Regency. With the process of data collection, identification, and research carried out systematically by the Klaten Regency Land Office, the government can ensure that each plot of land is used in accordance with its social function as mandated in Law No. 5 of 1960 (UUPA). In addition, inventory activities also help increase transparency in land management and provide legal protection for legitimate rights holders through certainty of clear legal norms and validity. Thus, the inventory of land indicated as abandoned not only plays a role in strengthening the legal certainty of the status of land rights, but also becomes an important instrument in preventing land tenure disputes and supporting the creation of more orderly land governance in Klaten Regency.

2. The Contribution of Land Control Indicated to Be Abandoned in Preventing Potential Tenure Disputes

The management of land indicated to be abandoned in Klaten Regency can be seen as an effort to prevent land disputes (preventive measure) by looking at the extent to which this policy is able to overcome the root problems that have been triggering conflicts, namely the unclear status of land, the non-optimal use of land, and the dualism of control between juridical and factual aspects. In this case, the control begins through the inventory and identification stages as stipulated in Government Regulation No. 20 of 2021, especially

⁴³ Andesta, D., Yanti, E., & Nofrial, R. (2023). "Analysis of controlling abandoned land of the National Land Agency in the context of realizing community welfare". International Journal of Scientific Journals.

Article 7 and Article 9 which emphasize the importance of data collection and assessment of land use.⁴⁴

Table 6. Contribution to Land Management Indicated to Be Abandoned in Preventing Tenure Disputes

Preventive Mechanisms	Contributions in Klaten Regency
<i>"Early Warning System"</i>	Inventory detects unused land plots early on, so that potential conflicts can be intervened before they develop.
Identification and Notification (Articles 11–13, PP 20/2021)	Notification to the right holder provides an opportunity to utilize their land, reducing the condition of vacant land that is a disputed land.
Clarification of Mastery Status	Field verification distinguishes between legal and unauthorized possession, preventing double claims between rights holders and cultivating communities.
Persuasive Effect (Compliance with Social Function)	Rightholders tend to respond by recultivating their land after being notified, so that the land is not abandoned.
Improvement of Administrative Order	Integrated data reduces the potential for overlapping rights and strengthens the legal certainty that is the basis for dispute prevention.

Source: Researcher Analysis, 2026

In practice, in Klaten Regency, it has a strategic function in detecting potential conflicts early on, an "early warning system" for land plots that are not used by the rightholders, before it develops into an open dispute. Through inventory, these conditions can be identified early so that the government has a basis to intervene before conflicts develop.⁴⁵

Empirically in Klaten Regency, one of the factors causing land disputes stems from land that has not been used by rights holders for a

⁴⁴ Sa'adah, F., Adjie, H., & Saleh, M. (2023). *"Hilangnya hak kepemilikan atas tanah yang terlantar (Analisis Peraturan Pemerintah Nomor 20 Tahun 2021)"*. UNES Law Review. <https://www.review-unes.com/law/article/view/1686>

⁴⁵ Iftitah, A. (2021). *"Konflik Agraria: Seri Pelaksanaan Hukum Tanah Terindikasi Terlantar di Blitar"*. Guepedia.

long time, so that it is used by the surrounding community without a legal basis. When the rightholder reclaims the land, a conflict of tenure is inevitable. Through inventory activities as stipulated in Article 7 of Government Regulation No. 20 of 2021, the government collects data on land control, ownership, use, and utilization. This stage allows the Klaten Regency Land Office to identify early land plots that have the potential to cause disputes, especially land that is not used or is not in accordance with the purpose of granting its rights.

Based on the analysis, the preventive function of regulation is increasingly visible at the stage of identification and notification to rights holders reflecting a persuasive-preventive legal approach as stipulated in Article 11, Article 12, and Article 13 of Government Regulation No. 20 of 2021. The purpose of the regulation of Government Regulation No. 20 of 2021 does not necessarily lead to the revocation of rights, but rather provides space for rights holders to fulfill their obligations in cultivating land in accordance with their social functions. In practice in Klaten Regency, after identification and notification, the majority of rights holders tend to respond by starting to recultivate their land, such as clearing land or engaging in productive activities. This response shows that control has a preventive effect, because it is able to reduce the condition of land indicated to be abandoned which is the main trigger for control conflicts. In other words, the regulation is not only repressive through the determination of abandoned land, but also persuasive in encouraging the compliance of rights holders with the obligations of the social function of the land.⁴⁶

In addition, governance also contributes to creating clarity on the status of land, which is a key factor in dispute prevention. Through the inventory and identification process, the status of the land becomes clearer, whether it is still in the active control of the rights holder or has the potential to be designated as abandoned land. This clarity reduces the likelihood of double claims or seizures without legal basis. In this context, the regulation is in line with the principle of

⁴⁶ Syah, I., Basuki, J., Sudrajat, A., Rajab, R., & Karunia, R. L. (2025). *"Model percepatan penertiban dan pendayagunaan tanah terlantar di wilayah pesisir Kabupaten Penajam Paser Utara"*. Jurnal Kebijakan Sosial Ekonomi Kelautan dan Perikanan, 15(2), 107–122.

legal certainty in Article 19 of the UUPA, which emphasizes the importance of land registration to ensure legal certainty and protection of rights.⁴⁷

However, the effectiveness of control as a preventive instrument in Klaten Regency has not been fully optimal. One of the main obstacles is the existence of dualism of land tenure, where juridically the land is owned by the rightholder, but factually used by other parties. This condition makes it difficult to assess the status of land and has the potential to still trigger conflicts even though an inventory has been carried out. In addition, data limitations due to insynchronization between administrative data and field conditions, as well as the impact of the 2021 archive fire, also affected the accuracy of identification. Social factors such as low legal awareness of rights holders and the tendency to avoid the inventory process also hinder the effectiveness of the preventive function.

The management of land indicated abandoned in Klaten Regency based on the provisions of the UUPA and Government Regulation No. 20 of 2021 has functioned as a preventive instrument, especially through inventory, identification, and notification mechanisms, especially in identifying potential conflicts early, encouraging land use by rights holders, and creating legal certainty. However, the level of effectiveness still faces various limitations and depends on the quality and integration of data, consistency of implementation in the field, and the ability to handle complex social dynamics. Therefore, strengthening the aspects of implementation, data integration, and increasing public legal awareness are the key to optimizing the preventive function of regulation in preventing land disputes in Klaten Regency.

D. Conclusion

The implementation of land management indicated as abandoned by the Klaten Regency Land Office is guided by the provisions of Government Regulation Number 20 of 2021 concerning area management and abandoned land management. This step was

⁴⁷ Santoso, U. (2017). *"Hukum Agraria: Kajian Komprehensif"*. Prenada Media.

taken not only as an administrative measure, but as a fundamental effort in upholding the principle of social function of land rights and realizing legal certainty and justice. Through a series of systematic stages that include inventory, identification, and field research, this policy is transformed into a preventive instrument or early warning system. Its presence is crucial to detect potential land conflicts early, update the validity of land databases, and provide positive pressure for rights holders to immediately manage their land productively for the sake of regional development.

However, in practice, the effectiveness of this control in Klaten Regency is recognized as not fully optimal. There is a fairly wide gap between normative expectations and sociological realities on the ground. The main obstacle that arises is the phenomenon of dualism of land ownership, where juridically the land is owned by certain parties, but factually controlled or cultivated by the community without clear legality. This situation is complicated by the limited land data that is not yet up-to-date which hinders the process of verifying land status quickly and accurately. In addition to technical problems, low legal awareness from rights holders is also a stepping stone in the implementation of this policy. Many landowners still ignore the obligation to cultivate their land and tend to practice speculation. As a result, efforts to create administrative order often clash with the passive attitude of the community. Although the implementation is arguably not optimal, the implementation of land management indicated to be abandoned in Klaten Regency has contributed and has an important role in efforts to realize legal certainty of land rights and the prevention of potential disputes. Therefore, strengthening data integration, increasing cross-sectoral coordination with village governments, and massive legal education are the main keys. Without synchronization between *de jure* (legal) and *de facto* (field) conditions, it will be difficult to achieve land governance optimization in Klaten Regency comprehensively.

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