

Comparative Analysis of Indicated Abandoned Land Utilization for Vulnerable Community Empowerment and Legal Justice

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Abstract

Land plays a vital role in supporting social welfare and economic development within communities. Under Indonesian agrarian law, land must fulfill a social function; however, in practice, there remains land that is not being optimally utilized, while vulnerable communities still face limited access to agrarian resources. In this context, land suspected of being abandoned becomes significant as a potential starting point for land utilization by the community. This study aims to analyze the government's responsibility in ensuring access to land utilization, particularly for land indicated as abandoned, for vulnerable communities as an effort to realize legal justice, as well as to compare its implementation in South Jakarta Administrative City and Semarang City. This study employs a qualitative approach using a sociological-legal methodology through interviews and literature review. The research findings indicate that the government has a constitutional responsibility to ensure access to agrarian resources, which encompasses not only the utilization of abandoned land but also the optimization of the identification of land suspected of being abandoned. Empirically, in the City of Semarang, there are 7 plots of land suspected of being abandoned, while in the South Jakarta Administrative City, there are



2 plots that have not yet been optimally addressed. A comparison indicates that the utilization of land suspected of being abandoned has not yet become the primary instrument for empowering vulnerable communities in urban areas. Therefore, empowerment is more frequently achieved through alternative policies such as land certification, asset legalization, and economic empowerment. Consequently, land policies must be tailored to regional characteristics to achieve social justice and community well-being.

KEYWORDS

Abandoned land; Land suspected of being abandoned; Agrarian reform; Empowerment of vulnerable communities; Social justice

Introduction

Land is one of the most important assets for human life. Humans cannot be separated from the land. Land is not merely a place to stand, but also a source of life, a place of residence, and a means of livelihood. Moreover, land also holds great social value because it is part of a community's identity.¹ Moreover, land also holds great social value because it is part of a community's identity. fare

Under the Basic Agrarian Law (UUPA) No. 5 of 1960, land has a social function that must be fulfilled because it embodies a sense of community.² The state is granted the authority to control and regulate the use of land for the public good, ensuring that land is utilized fairly and equitably for all segments of society.³ Specifically, this law emphasizes that land must contribute to the welfare of the people, particularly for communities with limited access to economic resources.

¹ Azalia Rizka Shafira, "Kewenangan Pemerintahan Dalam Perlindungan Hukum Bagi Hak Masyarakat Terkait Redistribusi Tanah Terlantar Berdasarkan Undang - Undang Nomor 5 Tahun 1960," 2024, 1–17, <https://erepository.uwks.ac.id/18238/>.

² Andrea Winda Amasta and Rekky Sean Paulus, "Penerapan Asas Fungsi Sosial Hak Atas Tanah Dalam Putusan Nomor 28/G/Pu/2019/Ptun.Pbr," *The Juris* 8, no. 1 (2024): 17–25, <https://doi.org/10.56301/juris.v8i1.1187>.

³ Anas Maulana and Henni Hutagalung, "Reformasi Pengelolaan Tanah Dalam Sistem Hukum Agraria Di Indonesia: Tantangan Dan Solusi Untuk Mewujudkan Keadilan Sosial Dan Keberlanjutan" 3, no. 1 (2025): 245–56, <https://doi.org/https://doi.org/10.53935/jim.v3.i1.49>.

From the perspective of agrarian law, land is a tangible entity—that is, the physical surface of the earth along with all man-made structures (fixtures) situated upon it. However, the primary focus of agrarian law is not merely on land as a physical object, but rather on the aspects of ownership, control, and the development of its utilization.⁴ Therefore, agrarian law regulations focus on the rights and obligations inherent in every form of land control, which must be exercised in accordance with its social function. Thus, land possesses not only private value but also public interests that must be safeguarded.⁵

In line with this, the UUPA (Agrarian Law) affirms that every right to land inherently carries a social function. This means that land to which rights have been granted to an individual or legal entity must be used and utilized in accordance with its designated purpose, not merely for private interests, but also for the sake of legal justice and the welfare of society.⁶ However, in practice, there are still many instances of land that is not utilized as it should be. Land that is not used, maintained, or is abandoned for a certain period of time can then be categorized as abandoned land.⁷ This highlights a gap between the ideal principles of agrarian law and the reality on the ground.

In land management practices, a piece of land is not immediately designated as abandoned land; rather, the process begins with the initial stage of identifying land suspected of being abandoned. Land suspected of being abandoned is land that is believed not to be utilized in accordance with

⁴ Isnaini and Anggreni. A Lubis, *Hukum Agraria : Kajian Komprehensif*, 2022.

⁵ Rubby Aditya Panglima and Gunardi Lie, "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, no. 1 (2023): 13–20, <https://doi.org/10.55324/josr.v3i1.1642>.

⁶ Anak Agung Kompiang Gede and Faisal Santiago, "Legal Urgency Regarding Efforts To Regain Rights To Land Taken From The Government Based On The Basic Agrarian Law," *Jurnal Hukum, Politik Dan Ilmu Sosial* 4, no. 1 (2025): 130–40, <https://doi.org/10.55606/jhps.v4i1.4875>.

⁷ M. Nazir Salim & Westi Utami, "Reforma Agraria, Menyelesaikan Mandat Konstitusi: Kebijakan Reforma Agraria" 19, no. 5 (2020): 1–282, https://books.google.co.id/books?hl=en&lr=&id=tWbLDwAAQBAJ&oi=fnd&pg=PR23&dq=Reforma+Agraria+adalah&ots=RWF3x0lqbW&sig=lqXu-NDqY3Eqph_ZWIA-ZlLjcp0&redir_esc=y#v=onepage&q=Reforma Agraria adalah&f=false.

the purpose for which the land rights were granted, thus requiring further inventory, identification, and evaluation by the government.⁸ This stage is crucial because it determines whether a piece of land truly meets the criteria for being designated as abandoned land, which can then be reclaimed and utilized by the state.⁹

The existence of land suspected of being abandoned indicates that the issue of land abandonment is not solely about its final condition but also about the monitoring and identification processes conducted by the government to ensure land is utilized in accordance with its social function. Therefore, the discussion of abandoned land in this study is not limited to land that has already been designated as abandoned, but also encompasses the initial stage of land identified as potentially abandoned as part of the land regulation process, which serves as the basis for determining the potential for land utilization by the community.

However, in practice, not all land identified as potentially abandoned can be processed through to the stage of being officially designated as abandoned land. This is due to various obstacles, including administrative and institutional issues, as well as limitations in data and oversight. Consequently, the potential of land that should be utilized for the benefit of the community remains underutilized. This situation indicates that the process of identifying land suspected of being abandoned plays a strategic role in determining the effectiveness of land utilization as an agrarian resource.

Therefore, data regarding land suspected of being abandoned is crucial as a basis for assessing the extent to which such land can be designated as abandoned and utilized for the benefit of the community. In this regard,

⁸ Deko Andesta et al., "Juridical Analysis Of Controlling Abandoned Land Of The National Land Agency In The Context Of Realizing Community Welfare (Research Study At The Land Agency Of Riau Islands Province)" 2, no. 3 (2023), <https://doi.org/https://doi.org/10.56910/literacy.v2i3.1010>.

⁹ Luh Putu Jiwa Utami, Sukirno, and Irma Cahyaningtyas, "Penertiban Dan Pendayagunaan Tanah Terlantar (Studi Di Kantor Pertanahan Kabupaten Gianyar)" 14 (2021): 566–80, <https://doi.org/https://doi.org/10.14710/nts.v14i1.39134>.

Article 11 of Government Regulation No. 48 of 2025 states that the results of the inventory—comprising textual and spatial data—serve as the basis for the process of identifying land with the potential to be designated as land suspected of being abandoned.¹⁰ This provision indicates that the process of designating abandoned land is inseparable from the availability and processing of accurate data as part of the initial stages of land administration.

Normatively, abandoned land is also addressed in Article 27 of the Land Law, which states that ownership rights to land may be revoked if the land reverts to the state, including when the land is abandoned.¹¹ Additionally, Article 34 of the Land Law stipulates that a Right to Use for Business Purposes may be revoked if the land is abandoned by the rights holder. These provisions can be interpreted to mean that land is considered abandoned if the rights holder intentionally fails to use or utilize the land in accordance with the conditions, nature, or purpose for which the land rights were granted.¹²

Boedi Harsono provides an example: if a company is granted a Right to Use (HGU) by the government for a plantation, but the land rights are not used as intended, this can serve as grounds for the competent authorities to revoke those rights.¹³ Thus, the concept of abandoned land is not merely an administrative issue, but reflects the failure of the rights holder to fulfill the social function of the land as affirmed in national agrarian law provisions.¹⁴

The existence of abandoned land often gives rise to serious problems, particularly given the limited access to land for vulnerable communities.

¹⁰ Republik Indonesia, “Peraturan Pemerintah Republik Indonesia Nomor 48 Tahun 2025 Tentang Penertiban Kawasan Dan Tanah Telantar,” 2025.

¹¹ Republik Indonesia, “Undang-Undang Republik Indonesia Nomor 5 Tahun 1960 Tentang Peraturan Dasar Pokok-Pokok Agraria,” *Undang-Undang No.5 Tahun 1960*, no. 1 (2004): 1–5.

¹² Zaidar, *Dasar Filosofi Hukum Agraria Indonesia* (Bandung: Pustaka Bangsa Press, 2014).

¹³ Boedi Harsono, *Hukum Agraria Indonesia: Sejarah Pembentukan Undang-Undang Pokok Agraria, Isi Dan Pelaksanaannya* (Jakarta: Djambatan, n.d.).

¹⁴ S. jati Widyatmojo, “Arrangement of Abandoned Land in Indonesia,” *Commune Journal* 1, no. 1 (2023): 08–22, <https://doi.org/10.22437/commune.v1i1.22060>.

Vulnerable communities refer to groups that have limited access to economic and social resources, placing them in a weaker position when facing various social and economic risks.¹⁵ This situation makes these groups more susceptible to a decline in well-being during conflicts, economic crises, or certain social changes.¹⁶

Yet, philosophically and legally, land serves not only as an economic resource but also as a means of promoting equitable welfare and social justice.¹⁷ Vulnerable communities are still frequently marginalized in accessing land use, while, on the other hand, vast tracts of land remain underutilized and not used for their intended purposes. This phenomenon indicates that abandoned land not only reflects inefficiency in resource management but also has implications for social injustice.¹⁸

This situation underscores the importance of development policies that **can reduce social inequality while strengthening communities' access to economic resources and justice**.¹⁹ In this context, equitable access to land for vulnerable communities is part of a global strategy to reduce structural poverty and strengthen social justice.²⁰ If the utilization of state-owned land does not favor vulnerable groups, then sustainable development goals aimed at achieving equitable welfare may be hindered.

¹⁵ Badan Penanggulangan Bencana Daerah, "Kelompok Rentan Dalam Bencana : Siapa Mereka Dan Mengapa Perlu Perlindungan Khusus?," 2025, <https://bpbd.bandungkab.go.id/detailblog/160525-31-kelompok-rentan-dalam-bencana-siapa-mereka-dan-mengapa-perlu-perlindungan-khusus>.

¹⁶ Kantor Pertanahan Kota Administrasi Jakarta Selatan, "Hasil Wawancara Dengan Kantor Pertanahan Kota Administrasi Jakarta Selatan" (Jakarta, 2026).

¹⁷ Dinalara Dermawati Butar Butar, Lindryani Sjoftan, and Komarudin, "Batas Luasan Hak Atas Tanah Bagi Perseroan Terbatas Dalam Perspektif Fungsi Sosial Tanah Dan Kepastian Hukum Investasi" 6, no. 2 (2025): 1718–32, <https://doi.org/https://doi.org/10.38035/jihhp.v6i2.7848>.

¹⁸ D. A. Mujiburohman, "Abandoned Land: Legal Aspects and Utilization in Indonesia," *Vestnik Sankt-Peterburgskogo Universiteta. Pravo* 16, no. 1 (2025): 220–29, <https://doi.org/10.21638/spbu14.2025.116>.

¹⁹ LOCALISE SDGs Indonesia, "Sustainable Development Goals," 2018, <https://localisedsgs-indonesia.org/17-sdgs>.

²⁰ Patrick Meyfroidt, Casey M Ryan, and Richard Aspinall, "Ten Facts About Land Systems for Sustainability" 119, no. 7 (2022): 1–12, <https://doi.org/https://doi.org/10.1073/pnas.2109217118>.

From an agrarian law perspective, this situation creates a gap between *das sollen* (what should be according to the Constitution and the Agrarian Law) and *das sein* (the reality on the ground). The 1945 Constitution stipulates that state control of land must be oriented toward the people's prosperity, yet on-the-ground practices reveal ongoing land accumulation and neglect by certain parties. In this context, the government bears a constitutional responsibility not only to regulate but also to ensure access to land use for vulnerable communities.²¹ This issue demonstrates that land use is not merely a matter of administrative land management but is also closely tied to questions of social justice in the distribution of agrarian resources.

From the perspective of justice theory, this situation can be analyzed through the concept of "justice as fairness" proposed by John Rawls. Rawls argues that social justice must be achieved through the fair distribution of resources within society. One of the key principles in this theory is the difference principle, which states that social and economic inequalities are only justifiable if they result in the greatest benefit for the least advantaged groups in society.²² In the context of land, this principle implies that the management and utilization of land identified as abandoned should be directed toward improving the well-being of community groups with limited access to resources. Otherwise, inequalities in land ownership and utilization will further exacerbate the social injustice experienced by vulnerable communities.

In line with this, the concept of empowerment emphasizes the importance of strengthening the capabilities of disadvantaged communities so they can access resources and participate in decision-making regarding their lives.²³ In this context, the utilization of land identified as abandoned

²¹ Felishella Earlene and Tundjung Herning Sitabuana, "Tanggung Jawab Negara Terhadap Hak Masyarakat Hukum Adat Di Pulau Rempang Dalam Perspektif HAM," *Tunas Agraria* 7, no. 2 (2024): 144–61, <https://doi.org/10.31292/jta.v7i2.301>.

²² John Rawls, *A Theory of Justice*, Revised Ed (Harvard University Press, 1999).

²³ Jim Ife, *Community Development in an Uncertain World: Vision, Analysis and Practice*, First Publ (New York: Cambridge University Press, n.d.).

can be understood as an instrument for empowering vulnerable communities, as it provides them with opportunities to gain access to economic resources and enhance their self-reliance. Thus, access to land identified as abandoned is not merely economic in nature but also forms part of an empowerment process that promotes the achievement of legal justice for vulnerable communities.

However, in practice, policies regarding the use of state-owned land do not always favor vulnerable communities. For example, land that should be redistributed to vulnerable communities—as reported by ANTARA KALSEL, which stated that 322 households in Lungau were set to receive state land allocations, as the author accessed on September 17, 2025²⁴—is instead the subject of a proposal that the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency (ATR/BPN) will grant this land to civil society organizations, as reported by the Detik news channel, which the author accessed on September 17, 2025.²⁵ The Head of the Presidential Communications Office, Hasan Nasbi, explained in a report on *inilah.com*—which the author accessed on September 17, 2025—that abandoned land is being given to civil society organizations to ensure no land remains unused.²⁶ This situation highlights the importance of oversight over state land utilization policies to ensure they remain aligned with the principle of the social function of land, which prioritizes the interests of the broader public, particularly vulnerable groups with limited access to land.

If state-owned land is allocated primarily to groups with social or political power, vulnerable communities risk being further marginalized.

²⁴ Fathurrahman, “332 KK Di Lungau, HSS Akan Terima Pembagian Tanah Negara,” September 2022, <https://kalsel.antaranews.com/berita/343365/332-kk-di-lungau-hss-akan-terima-pembagian-tanah-negara>.

²⁵ Ilham Fikriansyah, “Kementerian ATR Soal Kabar Tanah Telantar Diambil Negara Dikasih Ke Ormas,” 2025, <https://www.detik.com/properti/berita/d-8020243/kementerian-atr-soal-kabar-tanah-telantar-diambil-negara-dikasih-ke-ormas>.

²⁶ Vonita Betalia, “Tanah Nganggur Diberikan Ke Ormas, PCO: Supaya Tidak Ada Lahan Terlantar,” 2025, <https://inilahkalsel.com/tanah-nganggur-diberikan-ke-ormas-pco-supaya-tidak-ada-lahan-terlantar/>.

Therefore, it is important to examine the reality on the ground to determine whether state-owned land is truly being utilized to empower vulnerable communities in their pursuit of legal justice.

Furthermore, differences in regional characteristics can also influence patterns of land use, particularly regarding land that appears to be abandoned. South Jakarta Administrative City, as part of a metropolitan area with a high level of urbanization, faces immense pressure for land use—whether for housing, economic activities, or urban infrastructure. Meanwhile, Semarang, as one of Indonesia's major cities, also faces distinct dynamics in land utilization, including land identified as abandoned, making a comparative analysis particularly worthwhile.

Based on the above discussion, it is evident that land utilization is not only related to abandoned land as a final condition but also to land suspected of being abandoned as an initial stage that determines the potential for land utilization. In this context, the government has a responsibility to ensure access to the utilization of such land for vulnerable communities as part of empowerment efforts aimed at achieving legal justice. Therefore, this study focuses on analyzing the government's responsibility in ensuring access to the utilization of land indicated as abandoned and comparing its utilization as an empowerment effort for vulnerable communities in achieving legal justice in the Administrative City of South Jakarta and the City of Semarang.

In this study, land utilization is not interpreted as the direct use of abandoned land, but rather as the potential for utilization stemming from the process of identifying land suspected of being abandoned. This is based on trends in urban practice that indicate a limited availability of land that can be designated as abandoned.

Methods

This study employs a qualitative research approach, specifically a

sociological-legal research design.²⁷ The data sources for this study consist of primary and secondary data.²⁸ Primary data was obtained directly from informants through interviews with four informants: the South Jakarta City Administration Office, the Semarang City Administration Office, a lawyer, and a notary. Secondary data, meanwhile, was obtained from primary and secondary legal sources.²⁹ Primary legal materials were obtained from the 1945 Constitution, the Land Law (UUPA), Government Regulation (PP) No. 36 of 1998, PP No. 11 of 2010, PP No. 86 of 2018, PP No. 20 of 2021, PP No. 48 of 2025, PP No. 64 of 2021, Government Regulation No. 62 of 2023, Governor's Decree of the Special Capital Region of Jakarta No. 162 of 2019, and the Final Report on the Facilitation and Assistance Activities for Access to Agrarian Reform in 2025.³⁰ Secondary legal materials include books, academic articles, and previous research findings.³¹ Data analysis was conducted qualitatively, emphasizing a narrative description of the research findings without relying on numerical data.³²

Result and Discussion

1. The government is responsible for ensuring access to the use of land suspected of being abandoned for vulnerable communities as an empowerment effort in achieving legal justice in the Administrative City of South Jakarta and the City of Semarang

²⁷ Esmi Warassih et al., *Penelitian Hukum Interdisipliner: Sebuah Pengantar Menuju Sosio-Legal* (Yogyakarta: Thafa Media, 2016).

²⁸ Rifa'i Abubakar, *Pengantar Metodologi Penelitian*, 2017.

²⁹ Tatang M. Amirin, *Menyusun Rencana Penelitian* (Jakarta: Rajawali, 1990).

³⁰ M.Pd.I Rahmadi, S.Ag., *Pengantar Metodologi Penelitian*, *Journal of Physics A: Mathematical and Theoretical*, vol. 44, 2011, [https://idr.uin-antasari.ac.id/10670/1/PENGANTAR METODOLOGI PENELITIAN.pdf](https://idr.uin-antasari.ac.id/10670/1/PENGANTAR%20METODOLOGI%20PENELITIAN.pdf).

³¹ Amiruddin and Zainal Asikin, *Pengantar Metode Penelitian Hukum* (Jakarta: Raja Grafindo Persada, 2004).

³² Mukti Fajar Nur Dewata and Yulianto Achmad, *Dualisme Penelitian Hukum Normatif & Empiris* (Yogyakarta: Yogyakarta Pustaka Pelajar, 2010).

The government is responsible for ensuring the welfare of the people as part of its constitutional mandate. This responsibility includes ensuring justice through access to land as a tool for empowering vulnerable communities. In this context, the government's responsibility is crucial to ensuring justice, protecting the fundamental rights of citizens, and preventing the abuse of power and inequality in both legal and economic processes.³³

In the implementation of land regulation policies, before a piece of land is designated as abandoned land, there is an initial stage involving the identification and inventory of land suspected of being abandoned. This stage is crucial because it determines whether a piece of land meets the criteria to be designated as abandoned land, which can subsequently be utilized by the state. Therefore, the government's responsibility in ensuring access to land use is not only related to the utilization of abandoned land but also encompasses the optimization of the identification and evaluation processes for land suspected of being abandoned, as this stage serves as the initial gateway determining whether a piece of land can be utilized for the benefit of the community.

This situation indicates that if the process of identifying land suspected of being abandoned is not carried out optimally, it will result in a limited amount of land that can be designated as abandoned land and utilized for the benefit of the community. This also underscores the importance of the state's role in ensuring that the management and utilization of land—particularly abandoned land—are conducted in accordance with the principles established in the Constitution.

Article 33, paragraph (3) of the 1945 Constitution states that:³⁴

³³ Annisa Mayang Tyaningrum, Sudarsono Sudarsono, and Shinta Hadiyantina, "Kebijakan Pemerintah Dalam Menangani Konflik Agraria Dan Keadilan Sosial" 5, no. 2 (2025): 251–63, <https://doi.org/10.30598/bacarita.v5i2.16717>.

³⁴ Republik Indonesia, "Undang-Undang Negara Republik Indonesia Tahun 1945," 2 § (1945), <https://webcache.googleusercontent.com/search?q=cache:BDsuQOHoCi4J:https://media.neliti.com/media/publications/9138-ID-perlindungan-hukum-terhadap-anak-dari-konten-berbahaya-dalam-media-cetak-dan-ele.pdf+&cd=3&hl=id&ct=clnk&gl=id>.

" The earth, water, and natural resources contained therein are controlled by the state and utilized to the greatest extent possible for the prosperity of the people."

Thus, this provision indicates that the state's control over land is not merely administrative but also entails an obligation to ensure that land is utilized fairly and provides benefits to the community, particularly the most vulnerable groups.³⁵ One form of the state's fulfillment of this responsibility in land management can be seen through regulations concerning land that has not been optimally utilized or land suspected of being abandoned.

One way the state fulfills its responsibility in land management is through agrarian reform policies. The government, through the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency, has established a task force known as the Agrarian Reform Task Force (GTRA). According to Article 19(2) of Government Regulation No. 86 of 2018 on Agrarian Reform, the GTRA operates at the central, provincial, and district levels.³⁶ This task force plays a role in coordinating agrarian reform policies, including data collection, land management, and the utilization of land with the potential to be used for the benefit of the community. Through this mechanism, the government is expected to identify land that is not being optimally utilized and direct its use for the benefit of the community, particularly vulnerable groups.

Each GTRA has its own duties and authorities, which are regulated by a Decree. For example, Jakarta Governor's Decree No. 162 of 2019 on the Agrarian Reform Task Force establishes the organizational structure and coordination duties regarding the provision of Agrarian Reform Land, asset management, access management, and the resolution of agrarian conflicts at the regional level.³⁷

³⁵ Eka Windhiarto, "Hasil Wawancara Dengan Advokat" (Semarang, 2026).

³⁶ Republik Indonesia, "Peraturan Presiden Nomor 86 Tahun 2018 Tentang Reforma Agraria" (2018).

³⁷ Gubernur Provinsi DKI Jakarta, "Surat Keputusan Gubernur Provinsi DKI Jakarta Nomor 162 Tahun 2019 Tentang Gugus Tugas Reforma Agraria" (2019).

The government's responsibility in facilitating access to land use is also linked **to efforts to promote equitable welfare by expanding vulnerable communities' access to economic resources**. Through such access—including land as a productive asset—land administration and management activities make a significant contribution to the achievement of the Global Agenda.³⁸

In line with this, **strengthening access to justice and the existence of responsive and inclusive institutions** are critical factors in ensuring the fulfillment of communities' rights to agrarian resources. In this context, certainty regarding land tenure and effective land governance are not only related to legal aspects but are also part of efforts to strengthen transparent and accountable resource governance.³⁹ This demonstrates that strengthening access to land use, particularly for vulnerable communities, is part of the effort to achieve justice through good governance.

Thus, the utilization of land—particularly land identified as potentially abandoned—for vulnerable communities is not only a constitutional mandate but also part of the effort to achieve equitable sustainable development. This perspective aligns with Government Regulation No. 48 of 2025 on the Regulation of Abandoned Areas and Land, which is the latest regulation replacing Government Regulation No. 20 of 2021. It governs the regulation of land designated as abandoned so that it may subsequently be managed or utilized for the benefit of the public, including vulnerable groups.⁴⁰

³⁸ Ayelech Kidie Mengesha et al., "The Contribution of Land Registration and Certification Program to Implement SDGs : The Case of the Amhara," 2023, <https://doi.org/https://doi.org/10.3390/land12010093>.

³⁹ Robert Peter Ndugwa and Clinton Kubondo Omusula, "Institutional Frameworks , Policies , and Land Data : Insights from Monitoring Land Governance and Tenure Security in the Context of Sustainable Development Goals in Kenya , Rwanda , Uganda , and Zambia," 2025, <https://doi.org/https://doi.org/10.3390/land14050960>.

⁴⁰ Sulis Anita and Siti Nurul Intan Sari Dalimunthe, "Penyelesaian Sengketa Tanah Terlantar Melalui Pengadilan Oleh Pemegang Hak Guna Usaha (HGU)," *JURNAL HUKUM Dan KENOTARIATAN* 6 (2022): 581–93, <https://doi.org/https://doi.org/10.33474/hukeno.v6i1.11302>.

Regulations regarding abandoned land as one of the instruments for fulfilling the state's responsibilities are not static but have evolved across various laws and regulations. This evolution demonstrates a strengthening of the state's role in regulating and utilizing unused land to provide benefits for the public. A comparison of these regulatory developments is presented as follows:

Table 1. Comparison of Regulatory Developments Regarding the Regulation and Utilization of Abandoned Land and Land Indicated as Abandoned

Aspect	GR 36/1998	GR 11/2010	GR 20/2021	GR 48/2025
Social Function of Land.	Confirms that all land rights serve a social purpose; therefore, land must be utilized and preserved to enhance the well-being of the community.	The social function of land serves as the basis for the regulation of abandoned land, as land abandonment can lead to social and economic disparities.	The social function is reinforced by the obligation of rights holders to cultivate, use, utilize, and maintain the land in a sustainable manner.	The social function of land is further emphasized through the regulation of abandoned areas and land to ensure they can be utilized for national development and the public interest.
Government Authority.	The government, through the Minister of Agrarian Affairs and the Land Office, identifies and	Government authority is strengthened through the identification, investigation, issuance of warnings, and designation of abandoned land.	Authority is expanded: the government may conduct an inventory of abandoned areas, evaluate permits/concessions, and	The government possesses broader authority in the evaluation, regulation, and designation of

	regulates abandoned land.		designate abandoned land.	abandoned land/areas, as well as their management through national land policies.
Land Utilization for the Community (including vulnerable groups).	Land that has been reclaimed can be reused for the purposes of community development and welfare.	The regulation of abandoned land aims to ensure that land is optimally utilized for the social and economic interests of the community.	Land identified as abandoned and designated as such may be designated as State Land Reserve (TCUN) for various land and development programs.	The utilization of abandoned land may be carried out through the Land Bank and government policies to support development, equitable access to land, and the interests of the community.

These developments indicate that the state not only possesses the authority but also bears an increasingly greater responsibility to ensure that land is utilized optimally. This underscores that land utilization—including land identified as potentially abandoned—is part of the state's obligation to achieve social justice.

Regulations such as Government Regulation No. 36 of 1998, No. 11 of 2010, No. 20 of 2021, and up to No. 48 of 2025 demonstrate a strengthening of the state's role in upholding the principle of land's social function while expanding the government's authority in managing unused land. In GR No. 36 of 1998, the regulations still focused on affirming that every land right

has a social function, thereby obligating the right holder to use and maintain their land to provide benefits for the welfare of the community.⁴¹

As regulations evolved, Government Regulation No. 11 of 2010 strengthened enforcement mechanisms by emphasizing that land abandonment can lead to social and economic disparities, thereby authorizing the state to identify, investigate, and designate abandoned land.⁴² Furthermore, Government Regulation No. 20 of 2021 expands the scope of regulation not only to abandoned land but also to abandoned areas, and introduces the concept of State General Reserve Land as a form of utilization for land that has been regulated.⁴³

This development was subsequently reinforced by Government Regulation No. 48 of 2025, which establishes the initial enforcement mechanisms for identifying land suspected of being abandoned, as well as land management through national land policies—including its utilization via institutions such as the Land Bank—**to support development and equitable access to land**.⁴⁴

Based on these regulatory developments, it is evident that policies regarding the management of abandoned land are not only intended to enforce compliance by land rights holders but also serve as a state instrument to optimize the utilization of agrarian resources for the benefit of the public. Land that has been designated as abandoned essentially opens opportunities for the state to re-utilize it to support equitable access to land, including for community groups with limited access to agrarian resources.

However, in practice, the utilization of land designated as abandoned for the benefit of the public, particularly vulnerable communities, still faces various obstacles—whether administrative, institutional, or policy-related.

⁴¹ Republik Indonesia, “Peraturan Pemerintah Nomor 36 Tahun 1998 Tentang Penertiban Dan Pendayagunaan Tanah Terlantar” (1998).

⁴² Republik Indonesia, “Peraturan Pemerintah Nomor 11 Tahun 2010 Tentang Penertiban Dan Pendayagunaan Tanah Terlantar” (2010).

⁴³ Republik Indonesia, “Peraturan Pemerintah Nomor 20 Tahun 2021 Tentang Penertiban Kawasan Dan Tanah Terlantar” (2021).

⁴⁴ Indonesia, “Peraturan Pemerintah Republik Indonesia Nomor 48 Tahun 2025 Tentang Penertiban Kawasan Dan Tanah Terlantar.”

This situation highlights a gap between the normative provisions in legislation (das sollen) and their implementation on the ground (das sein).

Table 2. Informants' Views on the Government's Responsibility in the Utilization of Abandoned Land and Land Indicated as Abandoned for Vulnerable Communities

Informant	Key Perspective	Views on Government Responsibility
Head of the Land Planning and Empowerment Section, South Jakarta Administrative City Land Office.	Through initiatives like agrarian reform and the use of abandoned property, the government has an obligation to control, manage, and distribute land so that it is used to the greatest extent possible for the community's wellbeing.	In order to mitigate disparities in land tenure and enhance the well-being of the community, the government actively participates in the management and distribution of land.
Coordinator of the Land Control Substance Group, Semarang City Land Office.	The utilization of abandoned land aims to ensure that unused land is put to productive use and provides broader social benefits for the community, while simultaneously reducing land ownership inequality through land policies.	The government is obligated to ensure that land is utilized productively and provides benefits to the community, particularly for groups with limited access to land.
Notary/Land Transaction Officer.	Land is a basic necessity for the community, so the government must step in to regulate its use, especially when there is unused land while the community is in need.	The government has both the authority and the responsibility to ensure that land is utilized optimally so that it benefits those in need.
Attorney.	Land laws have, in theory, regulated the social function of land; however, in practice, the public still faces difficulties in accessing land use due to challenges in policy implementation.	The government is not only responsible for creating regulations but also for ensuring that land policies are implemented effectively so that vulnerable communities can gain access to land.

In fact, if this policy is implemented as intended, it will align with John Rawls's theory of justice and the concept of community empowerment proposed by Jim Ife, which holds that social justice must be achieved through the distribution of resources that provides the greatest benefit to the most disadvantaged groups in society.

Rawls explains that social justice must be realized through the distribution of resources that provides the greatest benefit to the most disadvantaged groups in society.⁴⁵ Meanwhile, Jim Ife emphasizes that community empowerment aims to enhance the capacity of vulnerable groups so they can gain access to resources that improve their quality of life.⁴⁶ In the context of land, access to land is one of the key resources that can support economic self-reliance and improve the quality of life for communities.

Thus, the government's responsibility to ensure access to land derived from land identified as abandoned is not merely administrative in nature, but also constitutes a constitutional obligation consistent with the principle of distributive justice as articulated by John Rawls, as well as the concept of community empowerment according to Jim Ife, which emphasizes the importance of resource distribution to the most disadvantaged groups in society. To determine the extent to which this policy is actually implemented in practice, an understanding of on-the-ground conditions is necessary, particularly in the administrative districts of South Jakarta and Semarang, which serve as the study locations.

Land utilization, particularly of land identified as abandoned, fundamentally aims to provide access to economic resources for communities that are socially and economically vulnerable. Land is viewed as a basic asset that communities can utilize to improve their well-being, whether through business activities, agriculture, or as an economic asset that can be productively utilized. Therefore, the utilization of land identified

⁴⁵ Rawls, *A Theory of Justice*.

⁴⁶ Ife, *Community Development in an Uncertain World: Vision, Analysis and Practice*.

as abandoned serves not only as an effort to regulate land administration but also as a means to open economic access for vulnerable communities.

However, in practice, the utilization of land—particularly land identified as abandoned in urban areas such as South Jakarta and Semarang—remains relatively limited due to the scarcity of land that can be officially designated as abandoned. This situation indicates that while policies on the utilization of abandoned land are intended to provide vulnerable communities with access to agrarian resources, their implementation in urban areas faces significant constraints.

Therefore, the government's responsibility in ensuring access to land utilization—particularly through the process of identifying land suspected of being abandoned—is crucial to guarantee that agricultural resources are utilized fairly and provide benefits to vulnerable communities. However, the fulfillment of this responsibility does not always proceed uniformly across all regions, as it is influenced by variations in regional conditions, land availability, and the policies implemented. Therefore, it is important to conduct a further study comparing the utilization of land identified as abandoned in South Jakarta Administrative City and Semarang City as a basis for understanding the effectiveness of empowering vulnerable communities in achieving legal justice.

2. A comparison of the utilization of land indicated as abandoned as an effort to empower vulnerable communities in the pursuit of legal justice in the Administrative City of South Jakarta and the City of Semarang

Land is an agricultural resource that benefits the community's social and economic needs. According to national agrarian law, land may be subject to governmental regulation if it is not exploited, maintained, or

employed in line with the nature and purpose of the grant of land rights.⁴⁷ The presence of abandoned land is typically the result of the landowner or holder of land rights neglecting to use or cultivate their property in compliance with the terms of their prior land rights application.⁴⁸

The potential for the emergence of abandoned land has actually been anticipated in agrarian law provisions. This is reflected in the UUPA, which states that one of the causes for the revocation of land rights is the abandonment of the land. Therefore, land rights holders are obligated to utilize and manage the land in accordance with its designated purpose and the nature of their rights. Through policies to address abandoned land—which begin with the identification of land suspected of being abandoned—the government has the authority to reclaim unused land and allocate it for the benefit of the public, particularly groups with limited access to agrarian resources, thereby achieving clear legal certainty and justice.⁴⁹

Within the framework of agrarian reform, abandoned land can serve as a source of land to be distributed to the community. Land resulting from such reclamation efforts can be managed through two schemes: via the Land Bank institution or through the agrarian reform mechanism as Land Subject to Agrarian Reform (TORA).

Management through the Land Bank, as stipulated in Article 1(1) of Government Regulation No. 64 of 2021:⁵⁰

“The Land Bank Agency, hereinafter referred to as the Land Bank, is a special (sui generis) entity that is an Indonesian legal entity

⁴⁷ Anita and Dalimunthe, “Penyelesaian Sengketa Tanah Terlantar Melalui Pengadilan Oleh Pemegang Hak Guna Usaha (HGU).”

⁴⁸ Ahsanul Rizky Ramadhan and Firman Muntaqo, “Penertiban Tanah Terlantar Dalam Rangka Penatagunaan Dan Pemanfaatan Tanah” 11, no. 1 (2022): 92–103, <https://doi.org/10.28946/rpt.v11i1.1799>.

⁴⁹ M. Arafah Sinjar et al., “Pemanfaatan Tanah Terlantar Dan Problematika Hukumnya,” *Prosiding Seminar Nasional Pengabdian Kepada Masyarakat 2023 (SNPPM-2023)* 2023 (2023): 116–26, <http://journal.unj.ac.id/unj/index.php/snppm>.

⁵⁰ Republik Indonesia, “Peraturan Pemerintah Republik Indonesia Nomor 64 Tahun 2021 Tentang Badan Bank Tanah” (n.d.).

established by the central government and granted special authority to manage land.”

Meanwhile, under the agrarian reform scheme, abandoned land that has been taken over by the state may be designated as TORA, as stipulated in Article 1, Point (5) of Presidential Regulation No. 62 of 2023, which states that:⁵¹

“Land Subject to Agrarian Reform, hereinafter abbreviated as TORA, is land controlled by the state and/or land that has been owned, controlled, and/or utilized by the community for redistribution or legalization.”

Through these two schemes, abandoned land can be utilized for the benefit of the community, particularly vulnerable groups, either through state management or through the redistribution and legalization of assets.⁵²

Efforts to utilize land as a means of improving community well-being are also in line with the goals of sustainable development. Within the framework of global development, access to economic resources, including land, is viewed as a key factor in reducing poverty and social inequality.⁵³

In this context, various development policies promote the **expansion of economic opportunities for the most vulnerable segments of society**. At the same time, strengthening responsive and inclusive legal and institutional systems is a critical factor in ensuring the fulfillment of communities' rights to agrarian resources. Therefore, the utilization of abandoned land is not merely understood as part of land management policy but also as an effort to promote development that is more inclusive, equitable, and focused on equitable distribution of community well-being.

⁵¹ Republik Indonesia, “Peraturan Presiden Republik Indonesia Nomor 62 Tahun 2023 Tentang Percepatan Pelaksanaan Reforma Agraria” (2023).

⁵² Elsani Mulyaputri, “Redistribusi Tanah Objek Reforma Agraria (TORA) Guna Mewujudkan Kesejahteraan Masyarakat Dalam Rangka Percepatan Pelaksanaan Reforma Agraria” 7, no. 2 (2025): 844–51, <https://doi.org/https://doi.org/10.38035/rrj.v7i2.1269>.

⁵³ Al Halim, “Hasil Wawancara Dengan Notaris/PPAT” (Semarang, 2026).

Although, in theory, the utilization of abandoned land is intended to support equitable access to land and the empowerment of vulnerable communities, the implementation of this policy in practice can vary from region to region. Furthermore, the limited amount of land that can officially be designated as abandoned underscores the importance of considering land in the “potentially abandoned” stage as an initial opportunity for land utilization. Differences in social and economic conditions, as well as regional spatial characteristics, also influence the availability and utilization of such land in each area. Therefore, it is important to examine how policies regarding the utilization of land in the “indicated as abandoned” stage are implemented in different regional contexts, particularly in South Jakarta Administrative City and Semarang City as the study locations.

In urban areas such as the Administrative City of South Jakarta and the City of Semarang, the availability of land that can be officially designated as abandoned land is relatively very limited. However, the research findings indicate that there is still land in the “indicated as abandoned” stage as part of the land regulation process, suggesting the presence of agricultural resources that have not been optimally utilized and require comparative analysis.

Table 3. Comparison of the Conditions of Land Indicated as Abandoned and Follow-up Actions

Aspect	South Jakarta Administrative City	Semarang City
Total number of plots of land identified as abandoned.	2 plots (2026).	7 plots (research data, 2023).
Land for which action has been taken.	Data not yet available.	3 plots (removed from the database, 2023).

Land not yet addressed.	2 plots (2026).	4 plots (2023)
Land designated as abandoned.	None.	None.
Latest activities related to indicated land.	Cannot be followed up due to budget constraints.	Monitoring/inventory of indicated land (Semarang Land Office website, 2025).
Main constraints.	Budget constraints hinder inventory.	No utilization efforts by rights holders (previous research, 2023)

Land utilization within the framework of empowering vulnerable communities is fundamentally inseparable from the availability of land that can be utilized by the state. In practice, land officially designated as abandoned is relatively scarce, particularly in urban areas such as South Jakarta Administrative City and Semarang City. However, there remains land classified as potentially abandoned, indicating the presence of agricultural resources that have not yet been optimally utilized.

Research data indicates that in Semarang City, 2023 research data shows 7 parcels of land classified as potentially abandoned. Of these, 3 (three) plots have undergone utilization efforts and have been removed from the database of land indicated as abandoned, while the remaining 4 (four) plots have not yet undergone any efforts and remain listed in the database.⁵⁴ Meanwhile, information from the Semarang City Land Office website in 2025 indicates that activities are still in the monitoring and inventory phase regarding land indicated as abandoned.⁵⁵

Meanwhile, in the South Jakarta Administrative City in early 2026, there were 2 (two) plots of land identified as potentially abandoned.

⁵⁴ Intan Rahmanindita Syepti, "Penertiban Tanah Terindikasi Terlantar Di Wilayah Kota Semarang Dan Optimalisasi Pemanfaatannya (Studi Kasus Di Kantor Pertanahan Kota Semarang)" (Universitas Diponegoro, 2023), <https://eprints2.undip.ac.id/id/eprint/17578/>.

⁵⁵ Dita Dwi Puspitasari, "Kantor Pertanahan Kota Semarang Lakukan Pemantauan Tanah Terindikasi Terlantar Di Beringin" (Kota Semarang, 2025), <https://kot-semarang.atrbpn.go.id/berita/kantor-pertanahan-kota-semarang-lakukan-pemantauan-tanah-terindikasi-terlantar-di-beringin>.

However, the inventory and follow-up processes for these plots could not be carried out optimally due to budget efficiency policies, meaning the land has not yet been officially designated as abandoned land available for state use.⁵⁶

This comparison indicates that land utilization in the context of this study does not solely depend on the existence of abandoned land as a policy object but also on the effectiveness of the process for identifying land suspected of being abandoned as the initial stage of land regulation. Thus, land suspected of being abandoned plays a strategic role as an initial potential that can determine the success of land utilization for the community.

Based on these conditions, the comparison of land utilization in this study is not only viewed from the existence of abandoned land as a policy object but also from the potential of land that is still in the “indicated as abandoned” stage, as well as how land policies are implemented to continue promoting the empowerment of vulnerable communities in each region. To provide a clearer picture, the following presents a comparison of the utilization of land indicated as abandoned as an effort to empower vulnerable communities in the Administrative City of South Jakarta and the City of Semarang:

Table 4. Comparison of the Utilization of Land Indicated as Abandoned and Policies for Empowering Vulnerable Communities

Aspect	South Jakarta Administrative City	Semarang City
Regional characteristics.	A metropolitan area with a high population density, resulting in very limited land availability and the majority	A major city with relatively rapid regional development but still possessing more diverse regional

⁵⁶ Kantor Pertanahan Kota Administrasi Jakarta Selatan, “Hasil Wawancara Dengan Kantor Pertanahan Kota Administrasi Jakarta Selatan.”

	of land already being utilized.	characteristics compared to Jakarta.
Availability of abandoned land and potential abandoned land.	Based on interviews with the South Jakarta Land Office, to date no land has been officially designated as abandoned.	Based on interviews with the Semarang City Land Office, land officially designated as abandoned is also relatively rare in practice.
Implementation of land policies.	Policies are primarily focused on land programs such as land certification, asset legalization, and other land policies aimed at providing legal certainty for the public.	Land policies are also implemented through government programs such as land certification and land administration reforms to improve public access to land.
Forms of empowerment for vulnerable communities.	Community empowerment is carried out through land policies and economic programs such as business development and SME initiatives to improve community well-being.	Community empowerment is primarily focused on utilizing government land programs and enhancing public access to legitimate land ownership.
Barriers to policy implementation.	The main barriers include limited land availability and the high economic value of land in urban areas.	Barriers are more related to administrative and bureaucratic aspects, as well as the need to raise public legal awareness.
Impact on the empowerment of vulnerable communities.	The impact of policies is more evident through increased legal certainty regarding land and community economic empowerment programs.	The impact of policies is evident through increased public access to land certification and improved land administration.

Based on this comparison, it is evident that although both regions face similar constraints regarding vacant land, there are differences in the patterns of land use and the community empowerment strategies

implemented. South Jakarta Administrative City tends to use an economically-based empowerment approach due to land scarcity and the high economic value of land, whereas Semarang City places greater emphasis on an administrative approach through improved access to legal certainty regarding land. This difference indicates that land utilization, particularly regarding land identified as potentially abandoned, is significantly influenced by regional characteristics and local policies, making a uniform application across all regions impractical.

In metropolitan areas such as the South Jakarta Administrative City, high population density and extremely high land values mean that nearly all land has already been utilized, leaving very limited potential for land identified as abandoned. This situation leads empowerment policies to focus more on strengthening community economic capacity through business mentoring programs and SME development. Consequently, community empowerment is primarily carried out through an economic approach, rather than through the direct utilization of land.

Meanwhile, in the city of Semarang, which has a more diverse regional character, most land already serves a specific function within the urban spatial planning system.⁵⁷ Therefore, policies place greater emphasis on improving public access to land through administrative approaches, such as land certification and land administration reform. This approach indicates that community empowerment is primarily focused on enhancing legal certainty regarding land.

Specifically, research findings in South Jakarta Administrative City indicate that limited land availability, high population density, and high economic value of land mean that utilizing land—which is often neglected as a tool for community empowerment—cannot always be implemented directly. Nevertheless, the South Jakarta Administrative City Land Office continues to strive to fulfill its role in community empowerment by

⁵⁷ Kantor Pertanahan Kota Semarang, “Hasil Wawancara Dengan Kantor Pertanahan Kota Semarang” (Semarang, 2026).

facilitating various economic support activities. One such effort involves supporting the development of micro, small, and medium enterprises (MSMEs) as a means to improve community welfare.

Therefore, efforts to empower vulnerable communities in the region are primarily focused on strengthening their economic capacity through empowerment programs such as business development and economic mentoring.⁵⁸ One concrete example of community empowerment through economic capacity building can be seen in the business mentoring facilitation activities carried out by the South Jakarta Administrative City Land Office in 2025. Through the land access reform program, the Land Office provides guidance to beneficiary communities, including small and medium-sized enterprises (SMEs) specializing in tempeh processing in Kramat Pela Village.⁵⁹

These guidance activities not only focus on product development but also encompass business capacity building, such as diversifying tempeh-based products, accessing capital, and marketing support through the use of digital technology. This program aims to enhance the community's ability to develop businesses independently and expand their access to economic resources, thereby improving community well-being in a sustainable manner.

This situation aligns with the theory of "justice as fairness" proposed by John Rawls, which emphasizes that the distribution of resources must provide the greatest benefit to the least advantaged groups. However, in the context of this study, the limited availability of land means that this principle cannot always be realized through direct land redistribution, but rather through alternative policies that still benefit vulnerable communities.⁶⁰

⁵⁸ Kantor Pertanahan Kota Administrasi Jakarta Selatan, "Hasil Wawancara Dengan Kantor Pertanahan Kota Administrasi Jakarta Selatan."

⁵⁹ Muhamad Irdian et al., "Laporan Akhir Kegiatan Fasilitasi Pendampingan Usaha Akses Reforma Agraria Tahun 2025" (Jakarta Selatan, n.d.).

⁶⁰ Rawls, *A Theory of Justice*.

Furthermore, the concept of empowerment, as defined by Jim Ife, indicates that empowerment is not merely about access to physical resources but also encompasses the enhancement of economic capacity and the ability of communities to manage the resources they possess. Therefore, programs such as land certification, asset legalization, and business mentoring can be understood as forms of empowerment that remain relevant under conditions of land scarcity.⁶¹

Thus, a comparison between the Administrative City of South Jakarta and the City of Semarang indicates that the utilization of land suspected of being abandoned as a means of empowering vulnerable communities has not yet been optimally implemented through land redistribution. Nevertheless, both regions continue to demonstrate empowerment efforts through alternative policies tailored to their respective characteristics, ensuring that the goal of social justice remains attainable, albeit in different forms. Therefore, the utilization of land indicated as abandoned as an instrument of empowerment does not depend solely on the availability of land, but also on the capacity of local policies to optimize the potential of agrarian resources to realize legal justice.

Conclusion

Based on the research findings, the government has a constitutional responsibility to ensure access to land use for vulnerable communities as part of efforts to achieve legal justice. This responsibility pertains not only to the utilization of abandoned land but also to the optimization of the identification of land suspected of being abandoned as an initial step in land administration.

The research findings indicate that land utilization, particularly of land identified as abandoned, in urban areas has not yet become a primary instrument for empowering vulnerable communities due to limited land

⁶¹ Ife, *Community Development in an Uncertain World: Vision, Analysis and Practice*.

availability. A comparison between South Jakarta Administrative City and Semarang City reveals differing approaches: an economic-based approach in South Jakarta and an administrative-based approach in Semarang City. Thus, the empowerment of vulnerable communities depends not only on land utilization but also on the optimization of land suspected of being abandoned and alternative land policies tailored to regional characteristics.

The government needs to optimize the process of identifying and addressing land suspected of being abandoned so that the potential of agricultural resources can be utilized more effectively for vulnerable communities. In addition, adaptive land policies are needed, particularly in urban areas, not only through land redistribution but also through alternative programs such as land certification, asset legalization, and community economic empowerment. Strengthening inter-agency coordination and oversight of the use of state-owned land must also be enhanced to ensure that land policies remain focused on vulnerable communities and support the realization of social justice.

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