

Strengthening Regional Agrarian Reform: Policy Assistance and Academic Drafting on Abandoned Land in Pangandaran Regency

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ABSTRACT

The service project was carried out as part of the efforts made by the Regional Government and DPRD of Pangandaran Regency to handle the issue of abandoned lands due to the lack of regional regulations concerning this matter. The objectives of the program were the strengthening of the capacity of the institutions through policy assistance in the making of the Academic Draft and the Raperda on the Inventory, Utilization and Management of Abandoned Lands. The program took the approach of collaboration and utilized the method of normative-juridical study, field observation, consultation and focus group discussions (FGD) with the involvement of the Regional Government, DPRD, BPN, Regional Agencies, Academics and Community representatives. The result was a well-prepared academic draft which includes philosophical, sociological and juridical foundation. Apart from generating the draft regulation, the program has increased the capacity of local government officials and members of DPRD in evidence-based policy making, increased cross-sectoral coordination, and created a common understanding on sustainable governance of abandoned lands. The Academic Draft serves as the scientific basis for formulating regional regulations and helps in developing an integrated land administration system in Pangandaran District. This community service indicates that policy assistance through participation is capable of improving institutional capacity, collaborative governance, and sustainable policy solutions for optimizing abandoned land management for the benefit of people's well-being and regional development.

Keywords: Abandoned Land, Academic Draft, Agrarian Reform, Pangandaran Regency, Land Management.

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1. INTRODUCTION

National development in the agrarian sector in Indonesia is frequently confronted with complex structural and cultural barriers, where inequality in land tenure and ownership constitutes the primary root problem in the socio-economic dynamics of society (Ridwan & Sudrajat, 2023; Ummah et al., 2024). Land, as a finite and non-renewable natural resource, plays a vital role in human survival, serving both as a place of residence and as the primary production factor in agricultural, industrial, and infrastructural activities (Ridwan & Sudrajat, 2023). Within the state framework, the orientation of land politics policies should consistently side with the broader public interest to realize the ideals of social justice and equitable prosperity (Nurparikha et al., 2023; Ridwan & Sudrajat, 2020). However, empirical realities demonstrate that a significant gap persists between the normativity of national agrarian law and its implementation at the local

level, particularly regarding the phenomenon of land abandonment, which adversely impacts food security and social harmony (Ridwan & Sudrajat, 2023).

Pangandaran Regency, one of the youngest autonomous regions in West Java Province, has experienced rapid development in the tourism, agriculture, and infrastructure sectors over the past decade (Abubakar et al., 2021). This accelerated growth has significantly increased the demand for land while simultaneously exposing persistent challenges related to land administration and governance (Nurparikha et al., 2023; Ridwan & Sudrajat, 2020). One of the most pressing issues is the existence of abandoned land that remains underutilized despite its strategic potential to support regional economic development and community welfare. In many cases, land that has been granted legal rights has not been utilized according to its designated purposes, resulting in inefficient land use, reduced agricultural productivity, and limited opportunities for local communities to access productive land resources. These conditions have become increasingly apparent in Pangandaran Regency and have prompted the local government to seek comprehensive policy solutions capable of addressing both legal and administrative aspects of abandoned land management. Numerous land plots granted rights by the state—whether in the form of Cultivation Rights Title (HGU), Building Rights Title (HGB), or other tenure rights—have been left idle without physical utilization in accordance with the purpose of their granting. This condition not only undermines the sense of justice among local communities lacking farming land but also causes financial losses to the state and hinders the achievement of sustainable development goals.

Constitutionally, the philosophical foundation of land tenure in Indonesia is explicitly affirmed in Article 33 paragraph (3) of the 1945 Constitution of the Republic of Indonesia, which stipulates that the earth, water, and natural resources contained therein are controlled by the state and utilized for the greatest prosperity of the people (Nurparikha et al., 2023; Ridwan & Sudrajat, 2023). These provisions are further elaborated in Law Number 5 of 1960 concerning Basic Agrarian Principles (UUPA), wherein the state is granted special authority through the State's Right of Control (HMN) to regulate allocation, use, supply, and maintenance of agrarian resources (Anindyati et al., 2020; Fitriyaningsih et al., 2021). Furthermore, Article 6 of the UUPA affirms the essential doctrine that all land rights possess a social function, meaning that rights holders are not justified in using their land solely for personal interests if such usage inflicts harm upon the public (Ridwan & Sudrajat, 2020, 2023).

The Regional Government and the Regional House of Representatives (DPRD) of Pangandaran Regency have recognized that effective management of abandoned land requires not only legal authority but also a scientifically grounded regulatory framework. Although national regulations concerning abandoned land have been established, the absence of a regional legal instrument has constrained local authorities in implementing systematic identification, monitoring, utilization, and supervision of abandoned land within their jurisdiction. Moreover, coordination among government agencies responsible for land administration, regional planning, agriculture, and public asset management has not yet been fully integrated, resulting in fragmented data, overlapping institutional responsibilities, and limited policy effectiveness. These institutional challenges have created an urgent need for technical and academic assistance to strengthen local capacity in formulating a comprehensive regional regulation that reflects the socio-economic characteristics and administrative needs of Pangandaran Regency.

Responding to these challenges, the present community service program was designed to provide comprehensive policy assistance in preparing the Academic Draft and the Regional Regulation Bill concerning the Inventory, Utilization, and Management of Abandoned Land in Pangandaran Regency. Rather than merely producing a legal document, the program emphasized participatory knowledge transfer, stakeholder consultation, institutional strengthening, and collaborative problem-solving involving the Regional Government, DPRD, the National Land Agency (BPN), relevant regional agencies, community representatives, and academic experts. Through a series of consultations, field observations, focus group discussions, and drafting workshops, the activity sought to ensure that the proposed regional regulation was not only legally sound but also responsive to local needs and implementable within the existing governance structure.

In light of this urgency, this community service activity focuses on assisting in the formulation of the Academic Draft and the Regional Regulation Bill (Raperda) concerning the Inventory, Utilization, and Management of Abandoned Land in Pangandaran Regency. This activity is designed to address legal vacuums at the local level while operationalizing the mandate of Government Regulation Number 20 of 2021 concerning the Control of Areas and Abandoned Land (Sinjar et al., 2023). Through academic intervention and policy assistance, it is expected that the Regional Government of Pangandaran Regency, alongside the Regional House of Representatives (DPRD), will possess robust regulatory instruments to conduct inventories, enforcement, and utilization of abandoned land transparently and equitably for the welfare of the Pangandaran community.

2. METHODS

This community service activity employed a participatory action research and policy advocacy method, designed to assist the local government in formulating strategic legal instruments for land governance. The implementation process was systematically carried out over a five-month period, spanning from February to June 2023, in Pangandaran Regency. This timeframe was structured to ensure a comprehensive, inclusive, and legally sound policy-making process that directly involved municipal stakeholders, legal experts, and community representatives through intensive field reviews and focus group discussions (Ghufron, 2020; Ramadhan et al., 2022).

The initial phase, conducted from February to March 2023, focused on preliminary data collection, field observations, and institutional coordination. During this stage, the service team collaborated with local authorities to map the core issues surrounding land administration, specifically identifying gaps in the inventory data of land tenure, ownership, use, and utilization (P4T). Field reviews were conducted to assess the scale of unproductive and abandoned lands within the region, establishing an empirical foundation that linked local realities with national agrarian reform principles (Ramadhan et al., 2022; Sa'adah et al., 2023). As a primary instrument in policy formulation, this activity also integrates Focus Group Discussions (FGD) and in-depth interviews with key stakeholders in the region. These focused discussions involved leadership and members of the Pangandaran Regency DPRD, the Academic Draft drafting expert team, Land Office (BPN) officials, relevant regional apparatuses, and representatives of community leaders and farmers. This forum was designed to be participatory to absorb aspirations, identify bureaucratic bottlenecks, and validate empirical data regarding the distribution of abandoned land to formulate substantive legal norms that are both accommodative and applicable.

The subsequent phase, executed from April to May 2023, centered on intensive policy assistance and academic drafting (*academic drafting*). In this core stage, the team facilitated a series of Focus Group Discussions (FGDs) with relevant regional stakeholders to deliberate on the regulatory framework, enforcement mechanisms, and local content scope required for the Regional Regulation Bill (Raperda) (Fatihah, 2023). Concurrently, digital literacy training and technical guidance sessions were integrated to address administrative hurdles, such as data upload errors and network constraints, ensuring that local administrative systems could effectively support the new framework (Ardani & Silviana, 2022; Ghufron, 2020).

The final phase concluded in June 2023 with the formal finalization and submission of the Academic Draft and the Regional Regulation Bill on the Inventory, Utilization, and Management of Abandoned Land to the Regional House of Representatives (DPRD) of Pangandaran Regency. This concluding step marked the successful translation of empirical research and participatory stakeholder inputs into a formal legislative proposal, equipping the regional government with the necessary legal instruments to enforce progressive administrative warnings, optimize regional revenues, and ensure sustainable land utilization. Meanwhile, the empirical juridical approach is applied to uncover objective realities and the dynamics of land issues occurring in the field across Pangandaran Regency. The service team conducted direct field observations of regional pockets indicated to contain abandoned lands controlled by private legal entities or specific institutions. This empirical observation also encompasses reviews of demographic aspects, physical regional

characteristics, land tenure patterns, and the socio-economic impacts of land abandonment on local agrarian communities across ten sub-districts in Pangandaran Regency .

The final stage of this service methodology involves data synthesis and the systematic formulation of the academic draft based on official guidelines for the formation of statutory regulations as stipulated in Law Number 12 of 2011 jo. Law Number 15 of 2019 . The academic draft was compiled by comprehensively outlining philosophical, sociological, and juridical foundations, followed by the formulation of objectives, scope of regulation, and the body of the regional regulation bill. This entire methodological sequence ensures that the resulting legal product not only fulfills formal juridical aspects but also proves genuinely effective and efficient in resolving agrarian problems in Pangandaran Regency.

3. RESULTS AND DISCUSSION

This community service activity successfully produced the Academic Draft document and the Regional Regulation Bill on the Inventory, Utilization, and Management of Abandoned Land, which was officially submitted to the Regional House of Representatives (DPRD) of Pangandaran Regency (Ramadhan et al., 2022; Sa'adah et al., 2023). Based on the results of juridical analysis and field reviews conducted by the service team alongside stakeholders, it was identified that the core problem in Pangandaran Regency is the lack of integration in the inventory data of land tenure, ownership, use, and utilization (P4T) (Ardani & Silviana, 2022; Ghufon, 2020). Numerous land rights holders violate the social function of land rights by leaving their plots unproductive, which consequently triggers social inequality, food security vulnerabilities, and potential horizontal conflicts within society (Ramadhan et al., 2022; Sa'adah et al., 2023a).

Within the context of theoretical and empirical studies, the implementation of state control rights at the regional level is frequently hindered by weak law enforcement instruments against perpetrators of land abandonment (Sa'adah et al., 2023; Sa'adah et al., 2023a). The regional government has historically lacked autonomous local legal instruments to perform active interventions in regulating lands held hostage by licensing speculation or passive ownership (Sinjar et al., 2023; Fatihah, 2023). Therefore, through this assistance, a strategic policy direction has been formulated that positions the local government as the primary facilitator in securing abandoned land assets to reintegrate them into the productive people's economic system, aligning with the spirit of national Agrarian Reform (Sa'adah et al., 2023; Ramadhan et al., 2022).

The discussions during the Focus Group Discussion (FGD) further underscored the necessity of establishing an integrated regional land information system to transparently map the ownership history and land use status (Ardani & Silviana, 2022). This system will serve as the foundation for the Regional Abandoned Land Control Coordination Team to issue progressive administrative warnings—starting from Warning I, II, to III—to legal subjects abandoning their land, granting utilization grace periods in accordance with statutory provisions (Ghufon, 2020; Ramadhan et al., 2022). If these warnings are ignored, the mechanism of rights relinquishment and confirmation of status as land directly controlled by the state can be executed in a measurable and equitable manner (Ramadhan et al., 2022; Sa'adah et al., 2023a).

Furthermore, the substance of this Academic Draft has detailed the regulatory reach and local content scope within the Raperda, covering general provisions, objectives and purposes, needs and procurement of abandoned land, administration, legalization, valuation, monitoring, control, and dispute resolution mechanisms (Fatihah, 2023; Sa'adah et al., 2023a). With this regional regulation, the Regional Government of Pangandaran Regency possesses a solid legal foundation to optimize regional original revenue (PAD) from the land sector, open new employment opportunities through productive land utilization, and provide legal certainty for the protection of local community rights and smallholder farmers in Pangandaran Regency (Ardani & Silviana, 2022; Sinjar et al., 2023).



Figure 1. Policy Assistance Process
Source: documentation (2023).

There were great institutional gains derived from the policy assistance program by the Regional Government and DPRD of Pangandaran Regency. In the entire consultation, focus group discussion, field observation, and drafting processes, there was an evident enhancement in the knowledge possessed by the government officers concerning the legal, administrative, and technical aspects of abandoned land management. Through the application of the participatory approach in conducting the community services, government officers have greatly improved in the ability to handle problems relating to abandoned land, interpretation of national agrarian laws, and conversion of legal provisions into practical regional policies. Most importantly, through the drafting process, public officers were motivated to come up with policy perspectives based on evidence. These community services activities have also played an important role in increasing the knowledge of DPRD members regarding the importance of abandoned land control as part of the development policy for the region. Before the start of the program, issues related to abandoned land were only taken into account from the perspective of compliance with laws. However, through policy and academic debates that were held intensely within this assistance, DPRD members have been able to understand the socio-economic implications of unproductive lands, which included issues such as agricultural production, investments, social justice, and regional income generation. The Academic Draft, which has been prepared through this assistance, provides DPRD members with a holistic reference to policies that include philosophical, sociological, and juridical perspectives in order to make judgments about the proposal for the Regional Regulation.

The other important result of this program is the creation of a new coordination mechanism between institutions engaged in land administration and regional development. Before the assistance program, there was a rather poor coordination between the Regional Government, the BPN (National Land Agency), regional planning bodies, agricultural bodies, and other organizations that were interested in this issue. Thanks to the participatory workshops and the inter-agency consultations, the representatives of these organizations could exchange information, coordinate their roles, and develop common strategies regarding inventory, monitoring, and management of the abandoned lands. Thus, this program helped create a basis for the new mechanism of cooperative governance which will help make integrated decisions and promote cross-sectoral cooperation in the future land management programs. The second important result of this program is the creation of the Academic Draft, which can serve as a solid scientific basis for developing and adopting the Regional Regulation.

In spite of these accomplishments, a number of practical problems came up in the process of policy assistance. One of the major barriers included the differences in the institutional points of view on the extent of their authority and duties in the management of the abandoned land. The government organizations tended to perceive the national rules from their organizational angle, which created different expectations as to what were the responsibilities of particular institutions under the new regional regulations. The consultations were necessary in order to reach agreement between the parties while observing the legislation.

Yet another problem was that of the lack of availability and utilization of P4T data. The lack of an up-to-date database about the land made it difficult for the researchers to locate and confirm any abandoned land in Pangandaran Regency. Fragmentation of data across different organizations made it inefficient for policy formulation and also needed to be cross-checked on the field before it could be included in the Academic Draft. This issue underlined the need to develop an information system for the land to help in evidence-based policy-making and continuous monitoring of abandoned land in the future.

In addition, strengthening cross-sectoral coordination and synchronizing national and regional regulations represented another important challenge encountered during the community service activities. While national legislation provides general principles for controlling abandoned land, translating these provisions into an operational regional regulation required careful adaptation to local administrative conditions, institutional capacities, and regional development priorities. The drafting team therefore facilitated continuous dialogue among legal experts, government officials, and legislators to ensure that the proposed Regional Regulation remained consistent with higher-level legislation while accommodating the specific needs of Pangandaran Regency. This collaborative process not only improved the quality of the Academic Draft but also reinforced institutional commitment to implementing a coherent, legally consistent, and sustainable framework for abandoned land governance. The experience demonstrates that successful community service in the field of public policy extends beyond producing regulatory documents; it also involves strengthening institutional capacity, fostering collaborative governance, and building long-term partnerships among stakeholders to support effective public administration and sustainable regional development.

The successful formulation of the Academic Draft and the Regional Regulation Bill on the Inventory, Utilization, and Management of Abandoned Land yields profound practical implications for local governance and agrarian administration in Pangandaran Regency. Practically, this initiative provides the regional government with a robust, autonomous legal instrument to transition from passive observation to active intervention regarding unproductive properties (Sa'adah et al., 2023; Sinjar et al., 2023). Local authorities can now systematically enforce monitoring mechanisms, execute progressive administrative warnings, and reclaim neglected lands to be repurposed for public interest and community welfare (Ghufron, 2020; Ramadhan et al., 2022). Consequently, this regulatory framework bridges the gap between national agrarian policies and regional implementation, ensuring that state control rights are effectively operationalized at the local level (Fatihah, 2023; Sa'adah et al., 2023).

Furthermore, the establishment of an integrated regional land information system carries significant operational benefits for land tenure data management. By addressing the historical fragmentation in the inventory of land tenure, ownership, use, and utilization (P4T), local agencies can streamline data verification and cross-sectoral coordination (Ardani & Silviana, 2022; Ghufron, 2020). This transparency not only minimizes administrative bottlenecks and technical upload errors during asset assessment but also equips municipal planners with accurate data to resolve overlapping claims and prevent potential horizontal conflicts among community members (Ardani & Silviana, 2022; Fitriarningsih et al., 2021; Ramadhan et al., 2022). On an economic and fiscal front, the practical enforcement of this regional regulation directly supports local revenue optimization and sustainable development. Reclaiming and reallocating abandoned plots transforms idle real estate into productive economic assets, opening up new avenues for employment generation, agricultural productivity, and smallholder empowerment (Sa'adah et al., 2023; Sinjar et al., 2023). Furthermore, the integration of these lands into active circulation bolsters Regional Original Revenue (PAD) through proper asset valuation and taxation, creating a

mutually reinforcing cycle of economic growth and fiscal resilience for Pangandaran Regency (Ardani & Silviana, 2022; Fatihah, 2023).

4. CONCLUSION

From the entire implementation process of this community service program, it can be argued that the policy assistance program has successfully contributed significantly to improving the governance of abandoned land in the Pangandaran Regency. Before the implementation of this program, both the Regional Government and the Regional House of Representatives (DPRD) had difficulties because there was no systematic regional policy mechanism which can facilitate the process of transforming the national agrarian policies to local governance practices. Such an obstacle prevented the local government from carrying out their role of abandoned land management effectively and optimize the use of land resources for the public interest. With participatory assistance process which includes field visits, consultation with various stakeholders, focus group discussion and policy drafting, this program succeeded in producing the Academic Draft and the Regional Regulation Proposal on the Inventory, Utilization and Management of Abandoned Land which form the scientific and legal basis of regional policies. Other than drafting regulatory documents, this community service provided certain concrete institutional gains for the partner organizations. The collaboration improved the ability of local government officials and DPRD to comprehend the aspects of abandoned land management from legal, administrative, and socio-economic perspectives, at the same time increasing their competences in formulating policy based on evidence. The close collaboration between government institutions, academics, and the community members also led to increased institutional collaboration and awareness of the need for integrated land governance. In that case, the Academic Draft not only functions as a source of law in formulating regional regulations but also as an important tool in increasing institutional capacity and fostering good public administration and collaborative governance in tackling agrarian problems.

Moreover, the implementation of this project has provided an important foundation for the sustainable development of abandoned land governance in Pangandaran District. The use of the participatory method in the process of assistance has ensured better cross-sectoral collaboration between the District Government, the DPRD, the BPN, and others, thus providing a good basis for the implementation of the new regulation in the future. Additionally, the lessons learned from the preparation process will serve as important lessons for designing integrated systems of land administration, managing data, and maintaining stakeholders' involvement during the implementation of policies in the future. All this proves that community service activities can lead to important institutional effects in addition to the preparation of policy documents. In order to fully reap the rewards of this project, there are a number of subsequent actions that are recommended. Firstly, the Regional Government and the DPRD of Pangandaran Regency should make it a priority to establish the Regional Regulation on the Inventory, Utilization, and Management of Abandoned Land through the Propemperda process. Secondly, the development of a comprehensive digital land information system should be expedited in order to improve the reliability and transparency of information related to land tenure, ownership, use, and utilization (P4T). Lastly, improving coordination between the government bodies, National Land Agency, community, and other related stakeholders is vital to ensure that the regulation will be consistently implemented and enforced, as well as to facilitate sustainable utilization of abandoned land. Through continued collaboration, the results of this community service project will undoubtedly help to improve land governance, welfare, and sustainable development in the region.

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