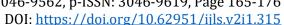
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Legal Vacancy in Law Number 5 of 1960 concerning Basic Agrarian Regulations and its Implications for the Protection and Legal Certainty of Land Rights in Indonesia

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Abstract. Land issues in Indonesia show complex dynamics due to legal vacuum and legal loopholes in the applicable land law system. This condition is exacerbated by the weakness of implementing regulations of the UUPA which are unable to respond to developments in the era, thus opening up space for land mafia practices and overlapping development policies. This legal vacuum impacts violations of community rights to land, environmental degradation, and the failure to realize optimal legal protection. The study uses a normative legal approach based on secondary data from literature studies to analyze the urgent need for land law reform. The findings reveal the need for the land law system renewal to create stronger protection of community rights and ensure a sustainable development direction by environmental conditions.

Keywords: Laws, Acts, Regulations, Land.

INTRODUCTION

Indonesia is the largest archipelagic country in the world, with a land area of around 1.9 million square kilometers stretching from Sabang to Merauke. This region consists of thousands of islands with various geographical characteristics, ranging from mountains, lowlands, and tropical forests to fertile agricultural land (Nur, 2014). Indonesia's land wealth includes abundant natural resources such as minerals, wood, and agricultural products that support the national economy. In addition, land in Indonesia has strategic value in supporting infrastructure development, industrial areas, and settlements that continue to grow along with the increasing population. However, this potential is often disrupted by agrarian conflicts, land disputes, and environmental degradation due to uncontrolled exploitation. Therefore, wise and sustainable land management is critical to ensure people's welfare, preserve the ecosystem, and create legal certainty over land rights amidst the increasing needs for development and investment (Amiludin, 2018).

At the beginning of its formation, Law Number 5 of 1960 concerning Basic Agrarian Regulations (UUPA), was designed to manage the country's agrarian potential, protect community rights to land, and provide legal certainty for customary law communities and their traditional rights (Syarief, 2014). However, in its development, the direction of national policy that prioritizes economic development has often marginalized the agrarian sector. The UUPA, which was originally intended to protect land for the benefit of the people, is now considered

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inadequate in responding to new challenges that have emerged. One significant impact of the legal vacuum in the UUPA is the increasing authority of the state, which often acts as if it has absolute power over land management. The lack of comprehensive and responsive legal regulations has led to an agrarian crisis characterized by land conflicts, exploitation of natural resources, and violations of the rights of indigenous peoples and other vulnerable groups. Although the UUPA has normatively mandated land use for the people's prosperity, implementation in the field often deviates from this objective due to the lack of effective enforcing regulations.

In response to this problem, the government has attempted to carry out agrarian reform to create a fairer and more sustainable land law system. The initial efforts at reform began with the stipulation of MPR Decree Number XI/MPR/2001 concerning Agrarian Reform and Management of Natural Resources, which mandates the arrangement of control, ownership, use, and utilization of agrarian resources for the prosperity of the people. This principle is by the mandate of Article 33 paragraph (3) of the 1945 Constitution of the Republic of Indonesia which states that the earth, water, and natural resources contained therein are controlled by the state and utilized as much as possible for the welfare of the people. To implement agrarian reform, various regulations have been issued, including Government Regulation Number 12 of 2021 concerning Housing and Settlements, Government Regulation Number 13 of 2021 concerning the Implementation of Flats, and Government Regulation Number 18 of 2021 concerning Land Management and Registration Rights (Hairani, 2014).

The legal vacuum in Law Number 5 of 1960 concerning Basic Agrarian Regulations (UUPA) occurred due to the absence of comprehensive and responsive regulations for social, economic, and political developments in Indonesia. The UUPA, which was drafted more than six decades ago, is inadequate to address modern challenges such as urbanization, foreign investment, and large-scale infrastructure development. Several aspects that experience legal vacuums include regulations regarding customary or customary land, land dispute resolution mechanisms, and protection of indigenous peoples from unfair land exploitation. In addition, the UUPA does not explicitly regulate the concept of land management rights in complex development projects, thus creating legal uncertainty in land management (Wirawan, 2022).

As a result of this legal vacuum, various problems have arisen, such as agrarian conflicts involving local communities, the government, and private companies. Weak implementing regulations and the lack of regulatory updates have made the legal space gray, which is often exploited by interested parties to gain profit. The government often uses the state's right to control excessive development projects, which has an impact on the seizure of community land

without fair compensation. The legal vacuum has also led to land mafia practices, overlapping policies, and environmental degradation that is detrimental to the community (Putra, 2022). Therefore, a more comprehensive regulatory update is needed so that the land law system in Indonesia can provide fair legal protection and create legal certainty for all parties.

Agrarian reform in Indonesia is not only attempted through government regulations but also through Law Number 6 of 2023 concerning the Stipulation of Government Regulation instead of Law Number 2 of 2022 concerning Job Creation (Job Creation Law). This law contains three important aspects in agrarian reform efforts, namely land acquisition for public interest, protection of sustainable food agricultural land, and land regulations that include the establishment of a land bank and strengthening management rights. The land bank functions to regulate the planning, procurement, management, utilization, and distribution of land to suppress land prices and reduce inequality in ownership (Sandela, 2021). However, its implementation faces potential abuse due to legal loopholes that allow private interests to exploit this mechanism. The need to accelerate investment creates a conflict of interest between land redistribution for the community and business orientation for investors.

2. METHOD

The normative legal research method with a statutory and conceptual approach will analyze legal issues based on primary, secondary, and tertiary legal materials. The statutory approach involves a study of various applicable regulations, rules, and legal provisions to understand the interrelationships and consistencies between rules in the legal system. Meanwhile, the conceptual approach tries to explore relevant legal concepts, such as land rights, legal certainty, and legal protection, to build a theoretical framework that supports the analysis. The combination of these two approaches allows research to assess the extent to which existing regulations meet legal needs and offer conceptual solutions to fill the legal gaps that occur.

3. RESULT AND DISCUSSION

Legal Vacancy in Law Number 5 of 1960 concerning Basic Agrarian Regulations (UUPA)
Affects Protection and Legal Certainty of Land Rights in Indonesia

Land rights are part of the protection of human rights, which are the state's responsibility to realize within the legal framework. In the context of a modern state of law, the protection of individual rights includes universal human rights and unlimited national borders, as well as constitutional rights that are only granted to certain citizens (Simarmata, 2021). In

Indonesia, the guarantee of protection of these rights is emphasized in the 1945 Constitution of the Republic of Indonesia, especially Article 33 paragraph (3), which stipulates that the earth, water, and natural resources contained therein are controlled by the state for the prosperity of the people. The state must regulate, manage, and protect the rights of individuals and legal entities to land, including customary land owned by indigenous communities. Legal relations arising from land ownership require legal certainty to avoid disputes, so the government is obliged to create clear and fair regulations to protect the interests of the community (Sari, 2017).

To ensure legal certainty over land, the government has implemented a land registration system that uses a negative system with a positive tendency. Through this system, land certificates issued by the state become strong evidence of ownership, unless proven otherwise in court. This registration aims to provide legal certainty for individuals and legal entities in managing and utilizing land. However, there has been criticism regarding the potential for errors in the registered legal and physical data, which can lead to legal uncertainty. In addition, Indonesia recognizes various types of land rights such as ownership rights, business use rights, building use rights, and use rights, all of which are protected by law so as not to be misused. Thus, land certificates become an important legal instrument to protect the rights of land owners, prevent disputes, and ensure legitimate ownership by laws and regulations (Fathur Rachman, 2022).

Law Number 5 of 1960 concerning Basic Agrarian Regulations (UUPA) is the main legal basis for regulating land rights in Indonesia. UUPA aims to eliminate the dualism of agrarian law inherited from colonial times and create a single legal system that applies nationally. In UUPA, land is considered a resource controlled by the state for the prosperity of the people, as stated in Article 33 Paragraph (3) of the 1945 Constitution. The state is given the authority to regulate the allocation, use, management, and maintenance of land to ensure justice and equality of land ownership. UUPA stipulates various types of land rights, such as Ownership Rights, Cultivation Rights, Building Rights, and Usage Rights, all of which are regulated in detail to provide legal certainty to the community in managing and utilizing land by applicable provisions (Lukman, 2022).

Land rights in the UUPA are regulated by the principle that land has a social function that must be used for shared prosperity. Land ownership is not only recognized individually but also includes customary land controlled by customary law communities, as long as it does not conflict with national interests. Land registration is required to provide legal certainty and prevent disputes through land certificates as proof of legal ownership. The land registration

system in Indonesia uses a negative system with a positive tendency, which means that land certificates are considered valid until proven otherwise in court (Dinda Bhawika Wimala Pastika, 2022).

The procurement of land banks as part of agrarian reform aims to optimize the planning, acquisition, procurement, management, utilization, and distribution of land in Indonesia (Rahma Winati, 2022). With the existence of a land bank, it is hoped that the government can be more effective in utilizing existing land for development while reducing inequality in land ownership. Land banks are an important tool for distributing land to people in need, as well as ensuring that existing land can be used productively according to development needs (Permadi, 2023). However, in practice, this goal faces challenges, because the existing system provides space for a market economy orientation that prioritizes investment and profit for certain parties, especially investors. It creates a dilemma, where land banks must balance the interests of land redistribution for the community and business interests for investors (Yahman, 2023).

Although land banks are regulated in the Job Creation Law, more complex legal issues remain (Rafiqi, 2022). The UUPA, which has been in effect for more than 60 years, focuses on past agrarian needs, while current social conditions and community needs are less covered in the regulation. One impact of this legal inconsistency is the large number of land disputes triggered by land mafia practices. Land mafia often exploits legal loopholes to obtain legality for land that should be owned by other people. Crimes committed by land mafia involve document falsification, legalization through the courts, illegal occupation, and various other forms of manipulation. In many cases, land mafia collaborates with law enforcement and the government so that these illegal actions appear to be legal. It indicates how weak legal protection is for legitimate land owners, even though they already have valid ownership documents.

The government's efforts to overcome land mafia practices through legal reforms as stated in the new Criminal Code (KUHP) and regulations derived from the Job Creation Law have begun. However, along with the times, the modus operandi of land mafia is increasingly sophisticated and difficult to eradicate. Cases of document forgery for land acquisition projects, such as in South Lampung and Pandeglang, as well as other land mafia actions, reveal that there are still many loopholes in the land law system that can be exploited for personal gain. It shows how important it is for the state to immediately improve the agrarian law system so that people's land rights are not violated and so that land mafia can be eradicated more effectively. Legal protection for land and land ownership is a basic right of every citizen, and the state must provide adequate legal protection. Although various efforts have been made through the

formation of laws related to land, but the legal loopholes still exist and continue to cause concerns. It reveals the urgent need to reform land law in Indonesia so that existing regulations are more in line with the current needs of society and can provide better protection for land rights. (Zein, 2019)

The legitimate vacuum within the direction of land rights in Indonesia enormously influences different imperative perspectives of the land system. One range that's still not comprehensively directed is the direction of property rights, trade utilization rights, and building use rights. Even though there are arrangements within the Fundamental Agrarian Law (UUPA), the existing directions are regularly incapable of suiting the advancing needs of society, particularly in connection to arriving rights utilized for private and open purposes. In expansion, the need for clear and firm courses of action concerning standard and ulayat compounds the circumstance. Adat and ulayat lands, customarily owned and overseen by innate people groups, are frequently not enough recognized within the national legitimate framework. It comes about in drawbacks for inborn people groups whose land rights are regularly ignored or indeed usurped by other parties without satisfactory lawful security.

This legitimate vacuum also compounds the determination of land disputes and agrarian clashes that frequently happen in different locales. The need for clarity within the control and determination of agrarian clashes makes individuals effortlessly entrapped in land debate, both with the private segment and the government. Arrive debate regularly emerges due to covering proprietorship, changes in arrival status, or vulnerability of residency in certain zones. It leads to the infringement of people's rights to the land they claim or oversee. Encourage impacts are inequalities in arrival residency that lead to social struggle. Communities that lose their land, or are denied access to the coming to which they are entitled, are regularly included in extended clashes, whereas those with control or get to ground frequently confront no legitimate results.

In expansion, the land mafias that control land wrongfully by abusing lawful escape clauses assist compounds the circumstance. Arrive mafia hones are frequently connected to mishandling of control by open authorities or private parties included in arrive titles and development ventures. It includes instability to the proprietorship and lawful status of the land, reaching about in negative form to true-blue landowners. Arrive mafia hones are regularly carried out through report imitation, control within the certification prepares, or indeed machination with government authorities. The effect of the Land Mafia is not that it was financially hindering to the community, but moreover undermined the lawful arrangement and open belief within the existing land framework.

This legal vacuum also affects the legal certainty of land rights. The land certification process, which should provide legal certainty, is often hampered by various factors, such as unclear land status, administrative problems, and overlapping regulations between government agencies. The process of managing land certificates becomes long and complicated, sometimes even leading to abuse of authority. Overlapping regulations between government agencies also add to the complexity of the land system, where there is often no obvious agreement regarding the authority of each party to manage and regulate land. In the context of national development, the lack of clarity on the legal status of land is a serious problem, especially in large projects such as infrastructure development, land acquisition, or property projects involving state land or private land.

Without legal certainty, these projects are often hampered by disputes or other legal problems related to land rights, which ultimately slows down development and harms all parties involved. Thus, the legal vacuum in regulating land rights has a far-reached impact, not only on society but also on national development. Therefore, comprehensive legal renewal and reform efforts are needed in the land system in Indonesia so that land rights can be properly protected, inequality in land ownership can be minimized, and legal certainty for all parties involved in land management can be achieved.

Efforts to Overcome Legal Gaps in the UUPA to Create a More Just and Sustainable Land Law System

Efforts to address the legal gaps in the Basic Agrarian Law (UUPA) are essential to creating a more just and sustainable land law system in Indonesia. Although the UUPA was enacted more than six decades ago, there are still many challenges faced in its regulation, such as inequality in land ownership, agrarian disputes, and unclear legal status of land, which are often exploited by certain parties, including land mafia. Therefore, updating and adjusting land regulations is very urgent to meet the current socio-economic needs of society and ensure the protection of land rights, both for indigenous peoples, landowners, and the state. The process requires cooperation between various government institutions, the private sector, and the neighborhood to create a land system that is more transparent, and efficient, to provide equitable benefits for all levels of society (Fauzi, 2022).

The legal gaps in the Basic Agrarian Law (UUPA) can be seen in several aspects that do not yet cover Indonesia's current socio-economic needs and challenges. One of them is the regulation of land rights which is still focused on the distribution of ownership rights, business use rights, and building use rights which are not fully able to accommodate the development

of society and the needs of modern development. In addition, the protection of customary and communal land, which is an integral part of the social and cultural life of the Indonesian people, is also still weak, even though these lands are often the source of disputes and tensions. Another problem that arises is the regulation of agrarian disputes and conflicts which do not yet have an effective resolution mechanism, both at the community level and between legal entities, thus causing legal uncertainty and potentially worsening inequality in land ownership. This legal gap shows the need for land law reform that is more responsive to current social and economic dynamics to create a fair and sustainable system.

Renewal and revision of land regulations in Indonesia are urgently needed to create a system that is fairer, more efficient, and more relevant to current developments. One strategic step is the reform of the Basic Agrarian Law (UUPA), which needs to be adjusted to current social and economic needs. This change can include adjustments to land rights regulations to be more flexible and can support various development sectors, such as housing, industry, and modern agriculture. This reform must also consider the dynamics of social change, including rapid urbanization, as well as shifting needs for land in the context of globalization and investment.

In addition, increasing protection for customary and communal lands is important. Customary and communal lands have a strategic position in maintaining cultural diversity and the welfare of indigenous communities. Land policy reforms need to provide stronger legal protection for the rights of indigenous communities so that their land is not easily misused or claimed by other parties. One proposal is to recognize the existence of customary land in clearer regulations, including providing broader management rights and protection from illegal actions that threaten its sustainability.

Strengthening legal certainty in land certification must also be a priority. A more transparent and fair certification process will help reduce the potential for land disputes and prevent land mafia practices. It can be achieved by improving certification mechanisms through the use of technology, simplifying procedures, and strengthening supervision of land certificate issuance. In addition, to accelerate the certification process, a system can be implemented that makes it easier for people, especially those living in remote areas, to obtain recognition of their land ownership.

The land disputes and agrarian conflicts resolutions requires serious attention to preparing more effective procedures. The establishment of a more efficient dispute resolution system, both through the courts and through other alternative dispute resolutions, such as mediation or arbitration, is very important to ensure that agrarian conflicts can be resolved

fairly and quickly. In addition, empowering dispute resolution institutions, such as the National Land Agency (BPN) and competent non-governmental institutions, will also increase the state's ability to overcome agrarian problems that arise.

On the other hand, strengthening supervision and law enforcement is key to preventing land mafia practices and abuse of authority. One critical step is to strengthen the monitoring system by law enforcement officers and other supervisory institutions to monitor all forms of illegal actions related to land. The government needs to ensure that land mafia practices that often involve falsification of documents or abuse of authority by certain parties can be stopped firmly. To that end, the application of more stringent and effective criminal and administrative sanctions against land violations must be strengthened, to provide a deterrent effect and prevent the recurrence of the same problems. With these steps, it is hoped that the Indonesian land system can run more transparently, and fairly, and benefit all levels of society.

Land banks have a very important role in Indonesia's agrarian reform, with their main function being to reduce inequality in land ownership and support sustainable development. As an instrument for land redistribution, land banks function to manage unproductive or abandoned land and distribute it to those in need, especially the less fortunate or those who do not yet have land rights (Pramono, 2023). In addition, land banks can be used to provide land for infrastructure development or other government programs without sacrificing existing community rights. Thus, land banks can play a role in creating a more just and efficient land system, supporting equitable land distribution, and contributing to the achievement of sustainable development goals. To ensure the achievement of these goals, it is important to strengthen regulations governing land banks, as well as increase supervision to prevent misuse or manipulation of land bank functions. Clear regulations and strict supervision will ensure that land banks operate by the principles of justice and public interest, and prevent potential misuse by interested parties.

In addition, it is important to pay attention to aspects of education and legal counseling for the community. Many problems that arise related to land are caused by the lack of community understanding of their rights to land and applicable legal procedures. Legal education can be a preventive measure to avoid misuse of land rights and manipulation by irresponsible parties. Therefore, the government and non-governmental organizations (NGOs) must work together to conduct socialization and provide an adequate understanding of land law. Extension programs targeting vulnerable groups, such as farmers, indigenous peoples, and other marginalized groups, will help raise their awareness of land rights and ways to protect them.

Collaboration between government agencies is also key in managing and resolving complex land issues. Institutions such as the National Land Agency (BPN), the Ministry of Agrarian Affairs and Spatial Planning (ATR), and other related ministries and agencies must be able to work together to create coherent and effective policies. Aligning land policies with national development policies, such as infrastructure development, is very important to avoid overlapping or conflict between development programs and community rights to land. With synergy between institutions, development policies that touch the land sector can be implemented fairly and sustainably, without harming community rights, especially in terms of managing agricultural land and customary land.

The role of communities in land management and supervision must also be strengthened. Active community participation in the management of natural resources, especially land, can ensure sustainability and justice in the distribution and use of land. An inclusive land management model involving local communities, indigenous peoples, and the private sector is essential to achieving equal land rights. By involving communities in the land management process, they not only act as land rights holders but also as supervisors to ensure that land use and distribution are carried out fairly and do not harm certain groups. This inclusive approach will build collective awareness of maintaining and utilizing land responsibly for the common good.

4. CONCLUSION

The legal vacuum in land rights regulation in Indonesia, which is seen in the incompleteness of regulations related to ownership rights, land use rights, and building use rights, as well as protection of customary and communal land, has caused various serious problems. These problems include inequality in land ownership, land disputes that continue to grow, and the rampant practice of land mafia that is detrimental to the community. Therefore, there needs to be regulatory updates that are more relevant to current socio-economic conditions, as well as increased legal protection for customary and communal land rights so that the Indonesian land system can run more fairly, transparently, and sustainably.

Suggestions that can be put forward to overcome this legal vacuum include revising the Basic Agrarian Law (UUPA) to make it more in line with the needs of the times, strengthening regulations and supervision of land banks, and accelerating the land certification process transparently and fairly. In addition, the land dispute resolution system needs to be improved with more efficient procedures, as well as empowering related institutions such as the National Land Agency (BPN) in managing agrarian conflicts. Increasing legal education for the

community and collaboration between government institutions are necessary steps to create awareness and prevent abuse of land rights. With these steps, it is hoped that the Indonesian land law system can be fairer, more transparent, and able to answer existing challenges.

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