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Management of Abandoned Land in the Context of Poverty Alleviation in Aceh

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Abstract: The purpose of this study is to investigate and analyse how the law is implemented in managing wasteland, as well as the challenges and solutions related to the enactment of Government Regulation Number 11 Year 2010 concerning land control and utilisation. This study includes a sociological study of law (non-doctrinal) that involved descriptive research. The fourth-law concept is a pattern of social behaviour that has been created as an empirical variable in this study. The method of collecting data in this study is literature study and using qualitative data analysis as a data analysis method. Based on the findings, the wasteland in Aceh is managed by Baitul Mal and land offices. The wasteland management method that has been used is farming activities. Therefore, the implementation of this method can be applied to increase the local community's income and also eradicate poverty issues.

Keywords: Government Regulation, Poverty, Reform, Wasteland

INTRODUCTIONS

Land is a natural resource that plays a vital role in human survival. The relationship between humans and land is not limited to just a place to live; land is also a space for humans to grow and develop. The land provides everything needed for human life (Ramadhani, 2020). According to data from the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN), the total area of land identified as abandoned in Aceh Province that is ready for use for residential development purposes is 3,615 hectares. This figure is part of a total of 79,925 hectares of abandoned land across Indonesia allocated to support the national housing program. In the report, Aceh Province ranks 8th nationally in terms of the contribution of abandoned land area that can be reused by the state for public purposes (Sasmita, 2025). This data collection aligns with the implementation of Government Regulation Number 20 of 2021, which emphasizes the importance of optimizing abandoned lands so they can be redistributed through agrarian reform and public housing programs (Ministry of ATR/BPN, 2021).

The management of abandoned land is part of the agrarian reform agenda, which aims to reorganize the ownership, control, and utilization of land that has been abandoned

by its rights holders. Land is categorized as abandoned when it is not used, not utilized, or not maintained in accordance with the purpose for which the right was granted, as stipulated in Article 27 of Law Number 5 of 1960 concerning Basic Agrarian Regulations (UUPA). Harsono (2017) explains that land abandonment is a legal event that can result in the extinguishment of rights to that land. To address this phenomenon, the government issued Government Regulation Number 20 of 2021 concerning the Orderly Management of Abandoned Areas and Land, which strengthens the state's authority to take over land that is not optimally utilized. Land that has been designated as abandoned can be taken over by the state and included in the category of State General Reserve Land (TCUN), to then be utilized for the public good, such as food security, public housing, and land redistribution for the poor. In Aceh, the management of abandoned land has been carried out through cooperation between the Land Office and the Baitul Mal institution, which specifically manages unclaimed or heirless land based on the principles of Islamic law. Abandoned lands in various regions such as West Aceh, North Aceh, and Great Aceh have been converted for agricultural and livestock cultivation, which directly contributes to reducing poverty and empowering the local community's economy (Hidayat, 2023). Managing this abandoned land not only restores its social function but also serves as a concrete strategy for achieving agrarian justice and community well-being.

The Aceh Provincial Government is gradually implementing a policy to regulate abandoned land as part of the national agrarian reform agenda. This policy refers to Government Regulation of the Republic of Indonesia Number 20 of 2021 concerning the Orderly Management of Abandoned Areas and Land, which grants the Ministry of ATR/BPN the authority to identify, determine, and restore the function of land that is not utilized in accordance with its intended purpose. In Aceh, this policy has been implemented in practice, one example being the West Aceh District Government, which proposed the designation of PT Gading Bhakti's 426-hectare HGU land as abandoned land because it had not been optimally utilized for years. The step then received legal support from the Supreme Court through a cassation decision that favored the local government (Sasmita, 2025)

Generally, the problem of abandoned land in Indonesia hinders the creation of prosperity for the local community. This is due to the less effective land use by the landowners. The issue of managing vacant land is also the biggest problem facing the government. This includes several lands that are not included in the control of abandoned land, namely freehold land, land with individual building use rights, and land whose owners do not have ownership rights from an economic perspective or due to budget limitations for the state or region. to cultivate, process, and utilize according to the circumstances or nature and purpose of the right granted.

Land abandonment, whether in rural or urban areas, not only reflects unwise and economically detrimental actions that eliminate the land's potential but also contradicts the principle of justice. Furthermore, this constitutes a violation of the obligations of right holders or parties with a basis for controlling the land. Article 15 of Law Number 5 of 1960 concerning Basic Agrarian Regulations (UUPA) explicitly states that every individual, legal entity, or institution with a legal relationship to land is obliged to maintain that land, including preserving its fertility and preventing damage, while still considering the economic interests of the vulnerable members of society. The explanation of that article also emphasizes that land maintenance must be carried out in ways customary in the local area, in accordance with the policies of the relevant agency. This obligation applies to all parties, without exception—whether individuals, legal entities, or government agencies.

The definition of abandoned land can be found in Article 27 of the UUPA, which states that land is considered abandoned if it is intentionally not used in accordance with its condition or the nature and purpose of its right (Zaidar, 2014). According to Achmad Sodiki, the definition of abandoned land includes how and by whom the land's status is declared abandoned. Land that has been acquired by the state indicates that the previous owner has completely lost their rights to the land (Ginting, 2018). Land abandonment tends to be a legal event caused by human actions, which can ultimately lead to the extinguishment of land rights. For example, if a company obtains a Right to Cultivate (HGU) from the government for plantation purposes but does not utilize the land properly, this condition can be grounds for the competent authorities to revoke the right (Harsono, 2017).

According to the latest data from the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN), as of the end of 2024, there are 99,099.27 hectares of land in Indonesia that have been designated as abandoned land in 23 provinces. Additionally, there are 854,662 hectares of land that are suspected to be abandoned, which are planned for various uses, including: 209,780 hectares for food security; 564,957 hectares for transmigration and land redistribution; and 79,925 hectares for residential development.

To improve oversight and the effectiveness of monitoring abandoned land, ATR/BPN is developing a monitoring method using Geo AI (Artificial Intelligence) technology. This monitoring is planned to be conducted at Land Offices (Kantah), Regional Offices (Kanwil), and at the central level, with initial trials in South Sulawesi. These steps are expected to optimize the utilization of abandoned land according to its intended purpose and support national strategic programs such as food security, transmigration, and housing development.

Performance achievements in controlling land ownership, use, and utilization at the end of 2024 show significant progress compared to a decade earlier. According to data from the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN),

a total of 99,099.27 hectares of land in 23 provinces have been designated as abandoned land. Additionally, there are 854,662 hectares of land suspected of being abandoned, which are directed towards supporting national strategic programs such as food security, transmigration, land redistribution, and settlement development.

Abandoned land in Aceh Province is a serious concern for the government, particularly the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN). In West Aceh Regency, there are indications of abandoned land covering approximately 8,038.12 hectares from six Land Use Rights (HGU), while in North Aceh Regency, there are approximately 1,545.51 hectares from three HGU, bringing the total to around 9,583.63 hectares (Rahmat Hidayat, 2023). Additionally, some of the former HGU land in Greater Aceh Regency has also been designated as abandoned land by ATR/BPN (Hidayat, 2023).

The types of land rights that can be subject to abandoned land regularization include Ownership Rights, Cultivation Rights (HGU), Building Use Rights (HGB), Use Rights, Management Rights, and land based on the Basis of Land Possession (DPAT), as explained in Government Regulation Number 20 of 2021 (Pradana, 2020). A piece of land can be categorized as abandoned if it is not cultivated, not used, not utilized, and/or not maintained according to its intended purpose.

The handling of abandoned land in Aceh follows the provisions in Government Regulation No. 20 of 2021 and Government Regulation No. 11 of 2010, which serve as the legal basis for identifying and re-utilizing abandoned land (Pradana, 2020). At the local level, Aceh Regional Regulation Number 2 of 2022 concerning Sustainable Food Agricultural Land (LP2B) also directs the use of abandoned land for food security. For example, the West Aceh District Government has identified strategic, unused land, such as in Ujung Kalak Village, to be used for improving the community's economy (Hidayat, 2023).

Currently, the approach to managing and utilizing abandoned land also continues to consider two important perspectives:

- 1. 1. The establishment perspective, which is now focused on utilizing Geo AI technology for monitoring and verifying land status. This technology allows for higher accuracy in identifying land that is truly not being utilized according to its rights.
- 2. The prevention perspective, which is continuously improved through active monitoring measures from the Land Office, Regional Office, to the central level. The tendency of right holders to actively manage their land is increasing due to a more transparent and technology-based monitoring system.

The significant decrease in abandoned land, which previously reached 7.3 million hectares in 2010 and fell to 4 million hectares in 2014, is now being pursued further to reduce

it through land use optimization via agrarian reform policies, redistribution, and the digitalization of the national land system. These steps demonstrate that preventive efforts and law enforcement simultaneously encourage right holders to exercise the social function of land in a tangible way.

Based on that number, the performance achievement in reclaiming abandoned land is more dominant. In the implementation of the 2010-2011 Strategic Plan (RENSTRA), the target land area identified and researched was 379,500 hectares, with an achievement of 2,050,088 hectares or 540 percent during the 2010-2014 period. The main obstacle in the allocation of abandoned land is the legal resistance from the right holders to cancel the decree for the allocation of abandoned land. However, the large number of these determinations was not the expected result, but rather the success of this entire series of activities was based on the decreasing amount of abandoned land in Indonesia year after year. Additionally, success is also measured by the belief that all land resources have been utilized to the fullest extent for the greatest prosperity of the people.

The city of Langsa, located in Aceh, which is one of Indonesia's provinces that comprehensively implements Islamic law, including land issues, especially after the earthquake and tsunami (Ulya, 2015). Including the management used to achieve the goals of Islamic Sharia in Langsa City, particularly the management of abandoned land. Therefore, regional institutions such as Baitul Mal were developed. This Baitul Mal body includes Baitul Mal Negara, Baitul Mal Daerah, and Baitul Mal Daerah. In addition to managing land issues, Baitul Mal also has authority over zakat management in Langsa City (Fuadi, 2015).

The Head of the National Land Agency has represented the President of Indonesia in law enforcement related to land in accordance with the provisions of Government Regulation Number 20 of 2021 concerning the Orderly Management of Abandoned Areas and Land. In implementing the orderly management of abandoned areas and land as regulated in PP 20 of 2021, identification and research on land is carried out during the inventory stage of areas and land suspected of being abandoned (Articles 9 to 11). This process is carried out by land agencies, namely the Land Office, the BPN Regional Office, and/or the ATR/BPN Ministry, according to their respective authorities, which can be assisted by a technical verification team and relevant officials. The legal mechanism for abandoned land is carried out in stages, namely:

- 1. Inventory of land suspected of being abandoned;
- 2. Issuance of written warning letters to land rights holders, managers, or controllers to fulfill their obligations of use and utilization (Article 14);
- 3. Field research, including clarification with rights holders;
- 4. Determination as abandoned land if the rights holder does not follow up on the warning (Article 15);

5. Seizure and utilization by the state, including conversion into State General Reserve Land (TCUN) (Articles 18 and 20).

Since the enactment of the Basic Agrarian Law (UUPA) in 1960, the management of abandoned land in Indonesia has been implemented. Based on the results of a study by the Ministry of Economy, it was stated that local farmers only own 0.3 hectares of land. If the average land yields five tons of milled dry grain per hectare, it means farmers only get 1.5 tons of rice each time they harvest their land and crops. If the land and rice fields are harvested twice a year, it means farmers only get three tons of rice. This amount is equivalent to a total annual income of 9 million. That amount is still not enough to meet the needs of farmers for a year, including funds for children's schooling, healthcare, and other expenses. Based on this, it is better for abandoned land to be given to the community, rather than leaving it uncultivated, it is better to utilize it to increase farmers' income. The concept is to involve the community.

On the other hand, poverty is a very serious humanitarian issue and a major challenge in various parts of the world. Besides being latent and real, poverty is a socioeconomic problem that not only affects developing countries but is also prevalent in many Asian regions. Generally, there are two types of causes of poverty: natural poverty and artificial poverty. Natural poverty arises from limited natural resources, low technology adoption, and natural disasters. Meanwhile, artificial poverty emerges due to a weak bureaucratic system in managing the economy and public facilities, which exacerbates the difficulties faced by communities in escaping poverty (Suryawati et al., 2005).

Oscar Lewis proposed the theory of the culture of poverty, which states that poverty is caused by internal factors, such as the culture of the poor, for example, low education leading to a lack of work ethic, poverty due to laziness, giving up too easily, and so on. Meanwhile, the external causes of poverty are official regulations (bureaucracy) that hinder someone from utilizing their own resources. This can be referred to as structural poverty, where a poor person can develop but is hindered by opportunities due to the social system and structure (Huraerah, 2013). It should be noted that what poor people need is not only capital/material assistance, but also a conducive environment that allows them to form social and economic networks among themselves. Local governments and Non-Governmental Organizations (NGOs) are often the best institutions to provide such an environment (Sumedi & Supardi, 2004).

Poverty can be distinguished by three definitions: absolute poverty, relative poverty, and cultural poverty (Purnama, 2010). A person is considered to be absolutely poor when their income is below the poverty line. His income is not enough to meet minimum living needs such as food, housing, healthcare, and education. Meanwhile, the relatively poor are those whose lives are at the poverty line but still below the income of the surrounding community. Meanwhile, cultural poverty is closely related to the attitude of an individual

or a group of people who are unwilling to strive to improve their standard of living, even though there are efforts from others to help them. By nature, poverty can be distinguished into: chronic poverty and transient poverty. Chronically poor populations generally do not have sufficient access to economic resources. Therefore, its mitigation requires structural policies aimed at improving their access to resources and markets (Urip, 2007).

According to Malthus, the resources available on Earth are unable to keep pace with the ever-increasing human population. This ultimately leads to the unlimited needs of humans being inversely proportional to the limited amount of resources. This is what will push people closer to the poverty line due to the intense competition in meeting their needs (Sianturi et al., 2021).

The increasing poverty rate in Indonesia is caused by both internal factors within the individual and external environmental factors. Factors influencing poverty include differences in population distribution, such as in large cities which are the focus of job searches. This will create a gap in infrastructure development and public needs. The development gap is exacerbated by limited job opportunities, leading to unemployment problem.

Many problems arise from being plagued by poverty. Even people with strong faith will become vulnerable if poverty strikes their lives. Similarly, in the social field, criminal acts such as theft, robbery, and extortion, as well as other crimes, often occur (Istan, 2017). This issue is caused by the anxiety of people living below the poverty line (Fakih, 2001). Poverty is a condition of loss or lack of basic needs such as food, clothing, shelter, healthcare, and basic education. The obligation to help the poor escape poverty is a duty for all of us as Muslims. Islam not only teaches how to build a relationship with the Creator (hablum-minallah) but also regulates relationships with fellow human beings (hablumminannas).

In Indonesia, the criteria for determining poverty have never been agreed upon by economic experts. Sajogyo's first poverty criterion is set if income or expenditure is equivalent to 240 kg of rice for rural areas and 480 kg of rice for urban areas, or an average of 360 kg of rice (Rahardjo, n.d.). Second, the criterion measures the poverty line based on average expenditure in rupiah and prevailing prices for basic needs such as rice, sugar, meat, vegetables, fruits, clothing, housing, education, and healthcare.

One of the root causes of poverty in Indonesia is the high disparity between regions and social groups, resulting from unequal income distribution, which widens the gap between the rich and poor in Indonesia (Tisniawati, 2019). Characteristics of poor groups (populations) are: 1) on average, they do not own their own factors of production such as land, capital, work equipment, and skills; 2) they have low levels of education; 3) most of them work or run their own businesses, which are small-scale (informal sector), underemployed, or unemployed; 4) most of them live in rural areas or certain urban areas

(slum areas); and 5) they have limited opportunities to obtain (in sufficient quantities): basic necessities, clothing, housing, healthcare facilities, drinking water, education, transportation, communication facilities, and other social welfare (Salim, 1980).

According to data from the Aceh Central Bureau of Statistics (BPS), the poverty rate in Aceh in March 2021 reached 16.89 percent, or 872,000 people, decreasing to 15.92 percent, or 829,000 people, in September 2017. The decline in Aceh's poverty rate to 0.97 percent is the largest figure in the last three years. Poverty alleviation efforts must be addressed until a low level of poverty is achieved. Therefore, poverty alleviation requires cooperation from various parties, both from the community and the government. Additionally, the quality of economic growth is also key to addressing this poverty issue.

The main problem in poverty alleviation in Indonesia is the uneven economic growth across the country. This can be proven through income inequality between regions. This is also why the government strongly supports every initiative and innovation undertaken by all parties in an effort to improve community welfare and eradicate poverty.

The arrangement of abandoned land is an effort to maximize the objectives of Article 33 Paragraph 3 of the 1945 Constitution, which states that land is for the welfare of the people. Article 15 of the UUPA also mentions land conservation by improving soil fertility and prioritizing the interests of low-income groups. From a socio-cultural perspective, land management needs to consider natural resource aspects as well as the legal basis of land ownership according to local customary law. This is because soil is not only a fundamental element for the Earth's surface structure, but also an important element in human life and all of nature. As for defense and security aspects, the function of land is used as a preparation site for training purposes and for building a country's defense strength through the stability of nation and state formation in facing any threat, both internal and external.

According to Ramadhan & Muntaqo (2022), the factors that cause land rights holders to leave their land unused include economic conditions, investment motivation, and legal aspects. Many right holders have been unable to manage their land due to limited capital or insufficient funds. Additionally, there is a tendency among landowners to use land as a form of long-term savings or investment without any intention of immediate utilization. Other contributing factors include conflicts or disputes over ownership, as well as incomplete land transfer processes, which hinder land utilization. In some cases, legal ownership of the land has not been finalized, rendering the land unusable according to the function and purpose of the rights attached to it. Resolving land disputes with a Right to Cultivate status in the context of abandoned land management can be done through two channels: litigation through the courts and non-litigation outside the courts, commonly known as alternative dispute resolution. The main objective of this resolution is to uphold the principle of justice as guaranteed in the 1945 Constitution of the Republic of Indonesia, which states that Indonesia is a state of law. The government's policy regarding the

handling of abandoned land granted with a Right to Cultivate refers to Article 16 of the Basic Agrarian Law. A new piece of land can be categorized as abandoned land if the holder of the right has been given the opportunity to utilize the land in accordance with the provisions, through a series of warnings as stipulated in Chapter IV of the Government Regulation. However, Government Regulation Number 36 of 1998 is considered to be still unclear in formulating the criteria for abandoned land, as it does not specify a clear deadline for when land can be categorized as such. This regulation only mentions the subject or holder of land rights, the types of rights such as Ownership, Cultivation Rights, Building Use Rights, Use Rights, and Management Rights, as well as actions or omissions that can cause the land to become unused or abandoned (Parihah et al., 2022).

The solution to addressing the issue of abandoned land in Indonesia is to increase public understanding of the definition and legal implications of abandoned land, as many parties are still unaware of or do not fully understand the concept. Furthermore, the land acquisition process should be simplified, considering the current mechanisms are deemed too complex and decision-making authority rests solely with one party, despite the significant amount of abandoned land in Indonesia. Additionally, it would be better if the government directed the use of these lands for the public good, such as the construction of public facilities, green open spaces, or national gardens. In Law Number 5 of 1960 concerning Basic Agrarian Regulations (UUPA), it is stated that abandoned land is land that is not utilized, not controlled, or not used productively by anyone (Sinjar et.al, 2023). Various steps can be taken to prevent land with a Right to Cultivate status from becoming abandoned land. These efforts can be undertaken by the right holder, both generally as the owner of the land rights and specifically as the holder of a Cultivation Rights (Hak Guna Usaha). In addition, the government also plays a role through socialization activities regarding applicable regulations and by ensuring the openness of public information related to the status and utilization of Right to Cultivate land. If the land is not used according to its intended purpose, it can legally be declared abandoned land. Furthermore, the land has the potential to be converted into a land bank asset or designated as State General Reserve Land, which is land that has been designated as abandoned land and is subsequently directly controlled by the state (Ardani, 2021). Legal protection for the community in the determination of abandoned land is realized through the government's strategic and targeted utilization of the land. The mechanism implemented must ensure that the process of reclaiming abandoned land is truly aimed at the greatest possible prosperity of the people. This can only be achieved if the process of determining abandoned land is carried out based on the principles of Good Governance (GGP), and in accordance with the provisions of applicable laws and regulations. Some of the regulations that serve as the legal basis include the Basic Agrarian Law, Government Regulation Number 18 of 2021 concerning Management Rights, Rights to Land, Strata Title Units, and Land

Registration, as well as Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency Number 20 of 2021 concerning Procedures for the Orderly Management and Utilization of Abandoned Areas and Land. All of these legal instruments serve as a guarantee in providing legal certainty regarding the truth and validity of the land's designation as abandoned land (Zarbiyani & Sudiro, 2023).

The novelty of this research lies in its sociological approach to the study of land law, specifically in the management of abandoned land in Aceh. Unlike previous studies that tended to use a normative-doctrinal approach, this study utilizes the sociological study of law to understand how the law regarding abandoned land is implemented in social practice by local actors. This research also presents a new perspective by linking the management of abandoned land within the specific context of Aceh, a region that formally implements Islamic law. This is reflected in the active role of the Baitul Mal institutions—at the village, mukim, city, and provincial levels-in managing unproductive lands, which are then directed towards supporting poverty alleviation based on Islamic values. Additionally, another novelty is seen in the integration of empirical data on cultivation and livestock methods on abandoned land, which demonstrates the potential for a tangible and measurable increase in the income of poor communities. Thus, this research not only enriches the literature on agrarian law from theoretical and contextual perspectives but also provides practical contributions to designing agrarian policies based on social and cultural empowerment in the region.

This research aims to determine the role of the Land Office and Baitul Mal in managing abandoned land in Aceh, particularly in Langsa City, within the context of rising land prices and the dominance of agriculture as the community's livelihood. It also seeks to assess the effectiveness of the labor-intensive program in empowering unused vacant land and whether this program can serve as a model or pilot project for other regions in Indonesia. Additionally, how does the local government implement the Land Bank concept to inventory and allocate abandoned land for the benefit of the community fairly and sustainably, and how can the integration of Islamic law principles in managing abandoned land create legal certainty, avoid discrimination, and strengthen institutional collaboration between the state and religious institutions in Aceh?

METHODS

Data collection methods were carried out by gathering secondary and primary data. The following section describes the strategies for collecting both types of data. Secondary data for this study were obtained through document review. These secondary data sources include the official websites of the institutions, annual reports from Baitul Mal and the Land Office, leaflets or bulletins published by the institutions, and speeches about the institutions obtained through internet access and from university libraries in Malaysia and Indonesia.

The primary data for this research focuses on two important points. First, the method of managing abandoned land reform in Baitul Mal and the Land Office. Second, the research results of the expert group on abandoned land reform in poverty alleviation.

The research location is Langsa City, which has a high area of abandoned land as shown in Figure 1. The area is Karang Anyar Village, Langsa City. The abandoned lands in the village are being cultivated for the benefit of the community and the landowners.

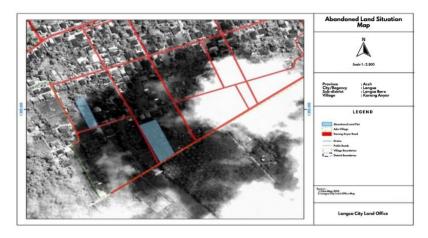


Figure 1. Map of Abandoned Land in Langsa City Source: Land Office of Langsa City, 2024

This research combines textual and descriptive analysis methods, which refers to a relatively new research perspective in the field. Therefore, this study requires textual data for analysis. Therefore, this research aims to provide a comprehensive overview of the reality occurring in society regarding the methods of improving abandoned land within the management methods of Baitul Mal and the Land Office. Therefore, this research has descriptive characteristics.

This research uses a sociological study of law, which is an approach in legal research classified as non-doctrinal legal research, a method that emphasizes understanding law as a social fact that lives within society. Unlike the normative approach, which focuses on analyzing legal texts such as laws or jurisprudence, the sociological approach aims to understand how law functions in real practice, how society responds to law, and how law influences and is influenced by social, cultural, economic, and political structures. This research is empirical, so it uses social science methods such as interviews, observations, surveys, or field studies. For example, in the context of land, this approach is used to research the effectiveness of agrarian reform policies, agrarian conflicts between indigenous communities and the state, or the gap between formal law and customary law. Through this approach, law is not only seen as a system of rules, but also as a social tool that reflects and shapes power relations in society (Banakar & Travers, 2015). This approach is crucial in understanding legal issues in developing countries, including Indonesia, where sociocultural complexity often prevents written laws from functioning as intended.

Data obtained from both source groups were examined and analyzed using the constant comparative method. This method plays a role in analyzing data with the aim of comparing aspects or dimensions of the phenomenon being studied, so that ultimately the basic concepts of that phenomenon can be formulated. Content analysis is used because it aligns with the research method employed, which is exploratory research. The data explored in this study concerns the reform of vacant land and the measurement of poverty.

RESULT AND DISCUSSIONS

Forms of Abandoned Land Management

There are two types of abandoned land management: cultivation and livestock. Abandoned land management involving cultivation is represented by chili and tomato plants, while livestock is represented by catfish and snakehead fish. The main objective of this research is to identify the most effective management methods for managing abandoned land in Aceh.

As for the forms of managing abandoned land, they are divided into four forms. First, chili plants are one of the vegetable types with high economic value. Second, tomato plants are easy to grow in both lowlands and highlands. To ensure good growth, tomatoes require loose soil that has a little sand and humus. Tomatoes also need soil properties with an acidity value of around pH 5 or 6 and regular watering. Third, catfish is one of the profitable business products, especially around the catfish farming areas in Aceh, Indonesia. This catfish farming venture is seen as capable of producing a value-added product that will generate significant profits for entrepreneurs. Fourth, snakehead fish has a high market value because it can be utilized not only as fresh fish but also processed into value-added products such as fish crackers and so on.

Meanwhile, the management of this vacant land is usually handled by the Land Management Agency and the Baitulmal Agency. This institution is responsible for the selection, implementation, and monitoring of abandoned land management. In addition to operational management, the income from managing abandoned land will be distributed to specific groups such as the poor. Additionally, the younger generation is also entitled to receive funds to continue efforts to manage abandoned land. To make the management of this abandoned land more systematic, the management sectors and related institutions were grouped. This is explained in Table 1.

No. Institution Management Sector 1 Langsa City Agriculture Agriculture Department 2 Animal husbandry Langsa City Livestock Service 3 Plantation Langsa City Plantation Service 4 Cooperatives, Industry and Trade Department of Cooperatives, Industry, and Trade

Table. 1. Areas of Abandoned Land Management in Langsa City

Source: Primary Data, 2024.

The four agencies that manage these have carried out physical management by handling livestock, agricultural, and plantation activities. In addition, this institution is also responsible for ensuring that all administration, including management costs and results, is utilized to the fullest extent so that it can be expanded to a wider market. This activity is the responsibility of the Department of Cooperatives, Industry, and Trade.

Institutions and Mechanisms for Managing Abandoned Land

The agency managing abandoned land in Aceh has its own management mechanism.

1. Baitul Mal

Baitul Mal functions as an institution that manages zakat, as stipulated in Law Number 7 of 2004. The establishment of the Baitul Mal is closely related to the practice of collecting zakat and the enactment of Law Number 18 of 2001 concerning special autonomy in the country. Aceh Darussalam. This was then amended into Law Number 11 of 2006 concerning the Government of Aceh, which established zakat as one of the sources of state and regional revenue in Indonesia (Ulya, 2015).

According to Law No. 10 of 2007 concerning Baitul Mal, Baitul Mal is a non-structural regional institution responsible for managing and developing zakat, waqf, and religious assets with the aim of providing benefit to the community. The above law originates from Article 192 of Law No. 11 of 2006 concerning the Government of Aceh, as well as Law No. 48 of 2007 concerning the Ratification of PERPU No. 2 of 2007 regarding the Handling of Legal Issues in the Context of Implementing Rehabilitation and Reconstruction of the Region and Community Life in the State of Aceh Darussalam.

Baitul Mal is the guardian overseeing the management of orphans' property. To date, Baitul Mal has not yet established implementing regulations for carrying out these responsibilities, which has led to several issues. For example, Rp 1.9 billion was collected from religious assets that had already been paid. It was released from the right to the land by the city government. Therefore, the government has ratified Government Regulation in Lieu of Law (PERPU) No. 2 of 2007 concerning the Handling of Legal Issues in the Context of Regional Rehabilitation and Reconstruction and the Life of the Community in the Province of Aceh Darussalam and the Nias Islands, North Sumatra. However, the PERPU only states that heirs are entitled to claim for 25 years. After that period, the Baitul Mal took over management with a 10 percent investment. However, there were obstacles in its management due to the lack of specific regulations from the Indonesian government, known as City Mayor Regulations. Therefore, the Baitul Mal does not have the authority to manage the land, and there is a conflict of administrative authority between the Baitul Mal and the Ministry of Religious Affairs.

The current implementation of Baitul Mal's authority only covers zakat, infaq, and zakat. When the management of this abandoned land is handled by Baitul Mal, the activities of supervision, collection, delivery, and use of funds can be carried out in accordance with the established regulations. The delivery and utilization activities have not been maximized because there are no specific provisions regarding the official duties of Baitul Mal.

2. Baitul Mal Kampung

Aceh Law No. 10 of 2007, Article 3, Paragraph (4) defines the Village Treasury as a non-structural village institution that carries out its duties independently in accordance with sharia provisions and is responsible for the administration of regional finances. The Kampung Baitul Mal functions as the guardian or custodian of orphans' property and manages unclaimed assets according to Islamic law.

The development of Baitul Mal Village is managed by the Village Expansion Religious Affairs Office, also known as the District KUA, and the Ulama Consultative Assembly, or District MPU. Meanwhile, the village Baitul Mal management consists of the village mosque Imam and other members such as the secretary, treasurer, and those responsible for collection, maintenance, and distribution. The Kampung Baitul Mal is an institution that can interact directly with the local community. Therefore, activities related to managing Baitul Mal, such as data collection, distribution, and asset gathering, can be carried out easily considering the limited administrative area and small population.

The role of the village in the process of resolving this abandoned land issue is important because the management carried out by the village head (Geuchik) and the mosque imam has received assistance from the National Land Agency (BPN). These management activities include, among others, the creation of agreements between landowners, namely the heirs of deceased landowners or the heirs of landowners who are still minors. This agreement pertains to the boundaries of a piece of land owned by one person with another landowner within a specific area.

For example, at the village level, the land certification process is carried out by the National Land Agency (BPN) with two heirs representing a piece of land. The village head will obtain proof from the legitimate heirs to expedite the certification process. This can shorten the certification process and resolve land selection issues quickly and effectively. To date, this research has been able to prove that there have been no cases related to land ownership conflicts filed in sharia courts. Thus, the method implemented by this Kampung Baitul Mal is able to address the issue of abandoned land in the involved districts of Aceh.

3. Baitul Mal Mukim

In the district municipal code, it is stated that a mukim is a legal community unit consisting of a combination of several villages with specific territorial boundaries. This mukim is led by the mukim head (mukim imam). The position of the mukim is below the kecamatan, and part of the Baitul Mal Mukim's territory falls under the same administration as the Baitul Mal Kampung. In the Aceh Law No. 10 of 2007, Article 6, Paragraph 2, explains that Baitul Mal Mukim is a non-structural institution consisting of the Grand Imam of the Mukim Mosque and other members such as a secretary, treasurer, security section, planning and data section, and supervision section, all of whom have authority. has been determined by Imam Mukiem. The Mukim Baitul Mal is responsible for managing and generating religious and other assets obtained from the relevant residential area. The Mukim Baitul Mal must submit a periodic report every six months, not to the City Baitul Mal, to ensure the proper management of Baitul Mal assets.

4. Baitul Mal Bandar

In Aceh Law No. 10 of 2007, Article 3, Paragraph 2 explains that Baitul Mal Bandar is a non-structural institution that functions independently in accordance with Islamic law. The management of Baitul Mal is the responsibility of the district head, also known as the bupati or mayor. This institution consists of a leadership team, a secretary, a treasurer, a collection, distribution, and utilization section, a socialization and development section, and a security section. The members of the institution are part of the Subsections and Sections. The positions of each member of this institution are determined by the regional head (Bupati) or Walikota's decision. The Baitul Mal of this city functions to coordinate the management and development of the Mukim Baitul Mal and Kampung Baitul Mal, which are carried out by the district head, the head of the district religious affairs office (KUA), and the head of the district MPU.

5. The Baitul Mal State

The State Baitul Mal is the highest Baitul Mal institution at the City Baitul Mal level. In Aceh, the State Baitul Mal is called Baitul Mal Aceh. Baitul Mal Aceh, as regulated in the Aceh Regional Law No. 10 of 2007, Article 3, Paragraph (1), states that Baitul Mal Aceh is a non-structural regional institution that functions independently in accordance with Islamic Sharia regulations. The position of Baitul Mal Aceh is under the responsibility of the

Governor. The executive members of Baitul Mal Aceh include the chairman, secretary, treasurer, supervision division, collection division, distribution and utilization division, socialization and development division, and security division, which consists of Subdivisions and Subsections. The heads, secretaries, treasurers, heads of Subsections, and Subdivisions of Baitul Mal Aceh have all been appointed through a Governor's Decree. Thus, the Baitul Mal Aceh has the authority to collect, manage, and distribute zakat income from property at the state level; zakat income at the central and regional levels; religious property and state-owned waqf property. Baitul Mal refers to the Fatwa of the Aceh Ulema Council to ensure its implementation is in accordance with Islamic law. Baitul Mal Aceh conducts guidance and supervision of all activities of Baitul Mal Bandar by preparing periodic reports every six months. These reports are submitted to the Governor and are responsible for being managed for the benefit of the local community.

6. Land Office

The land office was established through Presidential Regulation Number 10 of 2006 concerning the National Land Agency (BPN). In 1960, with the enactment of the Basic Agrarian Law (UUPA), BPN underwent several changes in ownership. This impacts policy or the policy construction process. In the implementation of the Ministry of Agriculture, a policy is processed and followed up from the Central Leadership structure down to the land office level. However, those under the Ministry of Home Affairs are only through the Directorate General of Land Affairs down to the land office level.

In carrying out its functions, the National Land Agency (BPN) implements several land programs such as the National Agrarian Program or PRONA. PRONA is one of the land development activities that has received a positive response from the community. PRONA aims to accelerate the land registration process in accordance with Article 19 of Law Number 5 of 1960 concerning Agrarian Policy Regulations (UUPA). The main objective of implementing PRONA, which has been carried out since 1981, is for people with low to moderate economic status.

The land registration process must ensure the principle that land can truly improve community welfare. This aims to promote a clearer role in guaranteeing a fairer life with a sustainable economy and reducing land-related disputes and conflicts.

The earthquake and tsunami event in Aceh in 2004 has led to conflicts over the management of abandoned land due to land that has no owner or whose heirs are unknown. The government has also anticipated this and formed laws to address the issue. The relevant laws include Government Regulation in Lieu of Law (PERPU) Number 2 of 2007, which was subsequently enacted as Law Number 48 of 2007, Baitul Mal Code, and Regional Regulation Number 11 of 2010.

The issue of land acquisition or the existence of abandoned land involves two parties. First, it concerns the interests of the government. Second, it involves the interests of the people. Both land developers and the public should pay attention to and comply with the established regulations. Therefore, conflicts of interest over land rights will continue to increase in the future. This is partly due to a land acquisition mechanism that does not allow public participation in decision-making, especially regarding land use determination and forms of compensation that are unacceptable to land users for the sake of development.

Managing property without heirs can help reduce poverty issues in Aceh, particularly in areas affected by the earthquake and tsunami. This process requires the function of the Kampung Baitul Mal. According to the rules established by law, this management is actually under the responsibility of Baitul Mak Bandar. However, legal provisions also determine that the positions of Baitul Mal Mukim and Baitul Mal Kampung are within the structure of Baitul Mal in Aceh. Therefore, if in reality the institution is unable to build mutual trust, this should be discussed and resolved openly internally. The City Baitul Mal and the Village Baitul Mal should find the right mechanism for handling and managing non-inheritance assets to ensure their management complies with Islamic law.

Management of Revenue and Business Profits from the Utilization of Abandoned Land

The analysis conducted involved the cultural aspects of the local community as well as the suitability of using management methods for the overall management of vacant land institutions. The analysis involved epistemological and ontological aspects. The research findings identified four types of samples considered in this study's analysis as land management methods used in Aceh. Two of these samples employed cultivation methods, while the other two utilized propagation methods. The income from this management method can be seen in Table 2. The management method through cultivation has higher income compared to livestock farming.

Table 2. List of Costs, Revenue, and Profits from the Abandoned Land Utilization **Business**

Form Manage		Modal			Monthly		
		Seeds		Amount	Food	Price	Amount
ment	Type	(Quantity)	Price	(Rp)		(Rp)	(Rp)
			(Rp)				
lry	Ikan Keli	200	300	60,000	30	8,000	240,000
Husbandry							
Husl	Ikan						
	Haruan	200	500	100,000	30	7,000	210,000
స్త	Cili	500	150	75,000	80	10,000	800,000
Planting							
Pla	Tomato	500	300	150,000	100	10,000	1,000,000
	10111010			100,000	100	10,000	2,000,000

Source: Primary Data, 2024

Tables 2 and 3 show the list of operational costs and revenue for implementing the vacant land management method. Each type of abandoned land management involves land measuring 3x5 m². This calculation proves that net income is sufficient to cover the needs of the poor. The social psychology approach not only involves interventions or changes in the mindset of individuals in poor communities, but also includes interventions in surrounding factors, including cultural and structural aspects. Therefore, efforts to address poverty through a social psychology approach involve three levels: individual, cultural, and structural.

Table 3. Operational Costs

Additional Ingredients	Total Operating Costs	Harvest Yield (kg)	Price per kilogram (Rp)	Total Revenue	Income/Mo nth (Rp)
50,000	350,000	150	9,000	1,350,000	1,000,000
50,000	360,000	150	30,000	4,500,000	4,140,000
500,000	1,375,000	500	20,000	10,000,00	8,625,000

500,000 1,650,000 1,000 10,000 10,	000,000 8,350,000
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Source: Primary Data, 2024

The first stage is individual intervention; first, understand the psychology of the poor. The poor are a group that is lacking. These shortcomings include difficulties in accessing public facilities such as healthcare, clean water, education, financial services, and others. The condition of poor people is their psychological habit of being unable to control their lives, both now and in the future. This is because this group is a minority and has difficulty in bargaining power. For example, farmers in the village are unable to set the price of rice according to their wishes. Meanwhile, sellers of food, fertilizer, and agricultural tools can set the price of their products sold to farmers according to their desired value.

The impact of this situation is that poor communities are unable to overcome or control the constraints they face in dealing with market challenges at both the local and international levels. This group seems unable to cope, leading them to be more passive in the face of existing challenges. Finally, this group got stuck and remained in the same condition without any progress.

The second stage is cultural intervention. This involves individuals or groups of individuals who have lived in poverty or in impoverished conditions for a long time continuing to form a culture and pass it down from generation to generation. This culture of poverty is described as a failure to plan for life, leading them to have no financial savings for their children's educational needs. This situation causes generational poverty to persist because of the failure to provide children with education to build future success.

Therefore, this culture of poverty needs to be addressed by changing socioeconomic status in a more sophisticated way. However, this is not an easy task. For example, the cash assistance program (Direct Cash Assistance, BLT) that has been implemented to help poor people escape the cycle of poverty seems to have failed. This is because BLT is only temporary and has not been able to address the problem of poverty sustainably. BLT is considered a temporary remedy for this issue. (Muluk, 2009). Therefore, a more effective approach to addressing the issue is through self-development programs that can foster seriousness and self-confidence.

Finally, the third stage is structural intervention. The ranking is done with the assumption that poverty is not caused by the characteristics of poor people, as discussed previously. Poverty is caused by the structure of society, which makes this situation worse. For example, consider the issue of rising fuel prices. This problem has a significant impact on poor communities, while fuel operators continue to profit without feeling the effects on low-income groups. This keeps poor people trapped and makes it difficult for them to engage in activities to improve their standard of living.

Therefore, structural interventions at this level can be implemented. In reality, the economic structure in Indonesia appears to be becoming increasingly capitalist-oriented. This is evident from the growth of large supermarket buildings, which impacts traditional markets. Additionally, there has also been growth in luxury housing. Although the government has built subsidized housing, the cost is still unaffordable for the poor. Therefore, this poverty alleviation intervention should be carried out in a structured manner through political will. This is done by prioritizing facilities for the poor, such as education, healthcare, housing, and other public amenities. However, these three interventions are considered insufficient to eradicate poverty in Indonesia. The results of this study's analysis found that there are forms of intervention that can be implemented to ensure that poor people in Indonesia receive the best protection. The intervention in question is a spiritual intervention.

From a da'wah perspective, poverty is one form of social problem that is always linked to understanding the background or other factors considered to be the source of the problem. Poverty is actually a divine law that has existed throughout human history. Because Allah SWT created this universe in pairs. For example, the sky was created along with the earth, and day was created along with night. While the rich are created by the poor. However, every human being always desires pleasure and well-being in their life. This prosperity is often associated with wealth and the ability to face life's challenges. This is also mentioned in the Quran, which means: "To Him belongs the treasures of the heavens and the earth; He gives provision to whom He wills and withholds it." Indeed, He is All-Knowing of all things (al-Syuura, 42:12).

This verse explains that Allah SWT has provided sustenance for those whom He wills. And those whom He wills are those who strive to achieve a prosperous life. This point refers to a verse in the Quran which means: "For every human being, there are angels who follow him in succession, before and behind him, guarding him by Allah's command." Indeed, Allah does not change the condition of a people until they change what is within themselves. And when Allah intends evil for a people, there is no repeller for it; and they will not find for themselves besides Him any protector (al-Ra'd, 13:11). Rawls mentions the need to establish a special institution in an effort to alleviate poverty that can provide basic rights and obligations to those in need. This institution needs to be developed by the community itself and can be managed through socio-religious aspects. The institution in question is Baitul Mal.

The mechanism for managing abandoned land has a positive connotation for implementation in efforts to alleviate poverty in Indonesia. This is because managing abandoned land in this way can generate high income and meet the needs of the poor. However, this impression is only based on external evaluation. The next section discusses the assessment of the planting management methods. This assessment is based on epistemological and ontological aspects.

One effort to alleviate poverty is through intensive employment programs by creating real job opportunities for the local community. Data on the number of poor people can be seen in Table 4.

Table 4. Data on Poor Population in Langsa City

No.	Matter	March 2015	March 2017
1	Number of Poor People	85,158	87,261
2	Percentage of Poor Population	17.08%	16.89%

Source: Langsa City Central Bureau of Statistics, 2018

Based on Table 4, the number of poor people increases every year. This proves that the government needs to take responsibility for eradicating poverty by implementing several important policies, particularly in the agricultural sector. Therefore, the land office and Baitul Mal were tasked with inventorying some of the abandoned land and socializing it to the public. These abandoned lands will be handed over to the community for utilization through planting activities, thereby providing high value for the community itself.

CONCLUSIONS

Generally, the population in Aceh consists of farmers. The percentage of land prices in the area has increased over the past five years. As a result, much of the vacant land around the Acehnese community was identified as being poorly managed. Therefore, both the land office and the Baitul Mal need to promote labor-intensive programs for landowners so that the land can be entrusted to interested parties, allowing them to derive significant benefits from planting.

Development of labor-intensive programs in Kampong Baru, Langsa City as part of the village agricultural program implemented in Aceh. This development is expected to serve as a pilot project for other regions in Indonesia. The community can clear vacant land so that it can be utilized for cultivating several types of plants with high market value and reducing poverty.

The Land Office and Baitul Mal of Langsa City must also be able to develop the government program known as the Land Bank. The government can record and conduct periodic surveys in rural areas identified as having abandoned land. That land information is included in the Land Bank data, but it can be used at any time for the benefit of the local community. In addition to empowering the land, the government can also consider certain legal provisions to ensure the land does not conflict with higher regulations.

As a result of managing abandoned land through the principles of Islamic law without disregarding higher national regulations that address land-related issues. This is

believed to provide legal certainty and benefits to landowners without discrimination, particularly in the distribution of profits. Finally, it became a strength for the government, especially the Land Office of Langsa City and Bailtul Mal, which is also an Islamic lawbased institution in Aceh.

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