

Regulatory Changes in Land Management: Key Implications of GR 48 on Abandoned Land

In brief

On 6 November 2025, the government of Indonesia issued Government Regulation No. 48 of 2025 on the Control of Abandoned Areas and Land (“**GR 48**”), which revokes Government Regulation No. 20 of 2021 (“**GR 20**”). GR 48 aims to ensure that all land rights and licensed areas are actively used, maintained and developed in line with their socioeconomic and spatial-planning purposes. This addresses persistent problems of nonproductive concessions, idle large-scale landholdings and stalled development that hinder national priorities such as food security, economic resilience, social equity and environmental sustainability.

To achieve this, GR 48 strengthens the state’s authority to take over land that is deliberately neglected — whether under valid licenses, expired concessions or unused rights — and reallocates it, including conversions to Bank Tanah (“**Land Bank**”) or Tanah Cadangan Umum Negara (“**TCUN**”) for public interest and strategic national programs. However, there are certain exclusions for strategic governance areas such as Adat right to manage (Hak Pengelolaan (HPL)), Land Bank assets, Batam Free Trade Zone and Free Port Authority (BP Batam) and the national capital authority (IKN Authority).

GR 48 stipulates a significant acceleration of the enforcement process, reducing a previously 587-day timeline to approximately 90 days through shorter evaluation and warning periods. It introduces key requirements such as (a) a mandatory 30-day vacate requirement once land is designated as abandoned; (b) expansion of the definition of abandoned areas to include concessions that have already expired but remain unused; and (c) the centralization of land-abandonment inventories under the Minister of Agrarian Affairs and Spatial Planning/the National Land Agency for more integrated, data-driven supervision. GR 48 signals a decisive policy shift: Indonesia is entering an era where unused land will no longer be tolerated, and landholders must demonstrate real, continuous and compliant use or risk land being designated as abandoned.

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1. Process for determining an abandoned area or land

The process for determining an abandoned area (kawasan terlantar) or abandoned land (tanah terlantar) is carried out in the following phases:



Please see below a more detailed explanation of each of the phases.

No.	Phase	Notes	
		Area	Land
1.	Inventory of area/land indicated as abandoned Timeline: not specified	<ul style="list-style-type: none"> This is conducted by the Head of the Relevant Government Agency (Pimpinan Instansi).¹ An area indicated as abandoned will be inventoried (i) from the issuance of GR 48 if the permit/concession/business license was issued before GR 48; (ii) no earlier than two years from the issuance of the permit/concession/business license if the permit/concession/business license is issued after GR 48; or (iii) upon the expiration of the permit/concession/business license. This is triggered by a report or information sourced from (i) the holder of the permit/concession/business license of the land; (ii) the government agency; or (iii) the community. The report must also be provided to BPN. 	<ul style="list-style-type: none"> This is conducted by the minister of agrarian affairs and spatial planning/the National Land Agency (Badan Pertanahan Nasional (BPN)). Land can only be included in the inventory of abandoned land if at least two years have passed since the issuance of (i) the land title for the land or (ii) the land ownership document² for the land. This is triggered by a report or information sourced from (i) the land title holder or land ownership document holder ("Land Owner"); (ii) the results of monitoring and evaluation of the land title and land ownership document by the relevant land office; (iii) BPN; (iv) the district government; or (v) the community. BPN will process the data and include it in its abandoned land database.
2.	Evaluation of indicative abandoned area/land data Timeline: <ul style="list-style-type: none"> 60 calendar days (for an area) 12 calendar days (for land) 	<p>The evaluation step allows the working team of the Head of the Relevant Government Agency to assess the management and/or use of the area.</p> <p>The evaluation phase consists of the following:</p> <ul style="list-style-type: none"> Notifying the holder of the permit/concession/business license of the area that the area is currently under evaluation Checking the permit/concession/business license for the area Factual checking of the use of the permit/concession/business license for the area Providing the result of the evaluation to the holder of the permit/concession/business license for the area 	<p>The evaluation step allows the working team of the head of the BPN regional office to assess the management and/or use of the area.</p> <p>The evaluation process consists of the following:</p> <ul style="list-style-type: none"> Notifying the Land Owner Checking the land title or land ownership document Checking the use plan documents for the land Factual checking of the use of the land Providing the result of the evaluation to the Land Owner <p>If, based on the evaluation, it is found that the Land Owner deliberately has not cultivated, used or maintained the land, the Land Owner will be given a chance to use the land within 30 calendar days from receiving the result of the evaluation. This applies to Land Owners whose land titles or land ownership documents are still valid.</p>

¹ "**Head of the Relevant Government Agency**" (Pimpinan Instansi) is defined as the head of a state institution, ministry, non ministerial government agency, provincial government or regency/municipal government that issues permits/concessions/business permits in accordance with statutory regulations.

² "Land ownership document" or "Dasar Penguasaan Tanah Atas Tanah" refers to documents in the form of (i) a deed of sale and purchase of certified land rights that has not yet been registered to a new name; (ii) a deed of sale and purchase of customary land rights that has not yet been issued a certificate; (iii) an occupancy permit; (iv) auction minutes; (v) a decision on the release of forest area; and (vi) other evidence of land control issued by an authorized official.

No.	Phase	Notes	
		Area	Land
3.	Warnings	<ul style="list-style-type: none"> If the evaluation determines that the area is abandoned, the Head of the Relevant Government Agency will notify the holder of the permit/concession/business license for the area with the first warning. The holder will have 30 calendar days after the first warning to manage/use the area. If the area is still not used, a second warning will be issued. The holder will have 30 calendar days after the second warning to manage/use the area. If the area is still not used, a third warning will be issued. The holder will have 30 calendar days after the third warning to manage/use the area. 	<ul style="list-style-type: none"> If, after 30 calendar days following the evaluation result, the land is still not used, the head of the BPN regional office will provide the Land Owner with the first warning. The Land Owner will have 14 calendar days after the first warning to manage/use the area. If the area is still not used, a second warning will be issued. The Land Owner will have 14 calendar days after the second warning to manage/use the area. If the area is still not used, a third warning will be issued. The Land Owner will have 14 calendar days after the third warning to manage/use the area.
4.	Issuance of an abandoned area/land decree	If, 30 days after the third warning, the holder has still not managed/used the area, the Head of the Relevant Government Agency will issue a decree stating that the area is an abandoned area.	If, 14 calendar days after the third warning, the Land Owner has still not used the land, the head of the BPN regional office will, at the latest six calendar days from the expiration of the above period, provide a recommendation to issue an abandoned land decree to the BPN. No legal action can be taken on land that has received the above recommendation. BPN will then issue an abandoned land decree based on the head of the BPN regional office's recommendation.

2. What happens when an area is deemed an abandoned area?

If an area is deemed an abandoned area, any permit, concession or business license tied to the area will also be revoked, and the state can execute the land, including to decide that the land is now an asset of the Land Bank or assigned to another party through a transparent and competitive mechanism.

3. What happens to land that is deemed abandoned land?

If land is deemed abandoned land, the land title or management rights tied to it will also be deemed void. Any legal relationship of any entity toward this land will also be void, and the land will be deemed state land that is directly controlled by the state.

It is also possible that only a portion of a plot of land is deemed as abandoned. In these instances, the land title and legal relationship of only the portion of the plot of land that is deemed abandoned will be voided, and a decree for remeasurement of the remaining land will be issued. The costs of this remeasurement are to be borne by the Land Owner. The Land Owner cannot conduct any legal action regarding the non-abandoned portion until the land title certificate has been updated to remove the abandoned portion.

Where the ownership of the land is based on land ownership documents, any legal relationship between the Land Owner and the land will also be voided.

4. HM, HGB and HGU

Land under Right to Own title (Hak Milik (HM)) cannot be deemed abandoned unless it has intentionally not been used and/or maintained, which causes (i) the land to be controlled by the community and become a residential area (wilayah perkampungan); (ii) the land to be controlled by a party that has no legal relationship with the Land Owner for a continuous period of 20 years; or (iii) the social function of the land title not to be fulfilled, regardless of whether the Land Owner still exists.

Land under Right to Build title (Hak Guna Bangunan (HGB)) can be deemed abandoned if it has intentionally not been managed, used and/or maintained for a minimum of two years after the land title is issued.

Land under Right to Use title (Hak Guna Usaha (HGU)) can be deemed abandoned if it has intentionally not been managed and/or used for a minimum of two years after the land title is issued.

GR 48 stipulates that the management, use and/or maintenance of land must have a social function. GR 48 further explains this social function as using the land by maintaining the land, increasing its fertility, preventing damage and providing access to any land that is inaccessible so that it can be more economically beneficial for the owner and the surrounding area. In summary, GR 48 requires the Land Owner to use the land in a way that benefits itself and society (through food production, housing, etc.) and not merely for speculation by leaving this land idle or having it occupied unlawfully.

5. Evaluation of the intentional aspect

Article 6 of GR 48 states that land cannot be considered abandoned land unless it is intentionally not used or maintained. GR 48 further explains that “intentionally” means that a Land Owner does not use the land in line with its designated purpose.

Land will not be deemed “intentionally” unused if (i) it is an object of dispute; (ii) it cannot be used due to a change in zoning policy; (iii) it is used for conservation in accordance with the applicable regulation; or (iv) it cannot be used due to force majeure. In addition, GR 48 provides that, during the evaluation phase, the working team formed by the BPN regional office will check the use documents as well as the factual use of the land. In this case, it is possible that by providing proof that the Land Owner is currently processing the licenses for the use of the land, the working team may deem that the Land Owner has taken steps to ensure that the land is or will be used.

6. Differences between GR 48 and GR 20

GR 48 makes changes to GR 20 on abandoned land. Please find below a summary of the notable changes found in GR 48.

Subject	GR 20	GR 48	Notes
Definition of “Abandoned Area” (Kawasan Terlantar)	“Abandoned Area” is defined as non-forest areas that have not been granted a land title and that have been granted a permit/concession/business license that has deliberately not been managed and/or used.	“Abandoned Area” is defined as non-forest areas that have not been granted a land title and that have been granted a permit/concession/business license, either valid or expired, that has deliberately not been managed and/or used.	GR 48 broadens the definition to include areas that have permits that have lapsed but were left idle, which closes a previously existing gap in GR 20.
Exclusion of HPL from abandoned land	HPL that is excluded from abandoned land status is the following: <ul style="list-style-type: none"> Owned by Adat communities Owned by the Land Bank 	HPL that is excluded from abandoned land status is the following: <ul style="list-style-type: none"> Owned by Adat communities Owned by the Land Bank Owned by BP Batam Owned by the IKN Authority 	
Inventory body	Land inventory is conducted by the district or city land office.	Land inventory is conducted by BPN.	Centralization is aimed at uniform enforcement and better data integration at a national level.
Evaluation timeline (area)	The timeline for the evaluation phase, carried out by the working team, is 180 calendar days.	The timeline for the evaluation phase is 60 calendar days, while areas whose permits have already expired can proceed directly to the issuance of an abandoned area decree.	Enforcement is three times faster. Expired permits can be designated without re-warning loops.
Warning timeline (area)	Three warning letters will be issued at intervals of 180 days, 90 days and 45 days.	Three warning letters will be issued at intervals of 30 days.	The total warning window is dramatically shorter under GR 48 for areas.
Vacate requirements after abandoned land designation	GR 20 is silent on the vacate requirements.	Land that has been designated as abandoned land must be vacated at the latest 30 calendar days from the issuance of the decree. Any assets on the land after this period will be deemed to be released by the Land Owner.	

7. **BPN regulations**

GR 48 states that further provisions will be stipulated under BPN regulations, including provisions on inventory of area/land indicated as abandoned, the enforcement process, the use of abandoned area/land and the use of TCUN.

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