

Validity of the Cultivation Agreement Regarding Land Tenure *Absentee* Caused by Regional Expansion

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Abstrak

This study aims to analyze the legal validity of the Cultivation Agreement issued by the North Lombok Land Office as a form of legal protection for absentee land tenure arising from regional expansion. This research employs a normative legal method using statutory, conceptual, and case approaches, supported by empirical data obtained through interviews. The results indicate that the issuance of the Cultivation Agreement is carried out through administrative mechanisms, including complaint submission, verification, and discretionary decisions by the Head of the Land Office, taking into account social, economic, transportation, geographical factors, as well as regional spatial planning. However, from a juridical perspective, the Cultivation Agreement lacks a strong legal basis and contradicts the prohibition of absentee land ownership as regulated under the Basic Agrarian Law (UUPA) and Government Regulation Number 224 of 1961 in conjunction with Government Regulation Number 41 of 1964. Furthermore, its issuance exceeds administrative authority, as it constitutes discretion within a bound authority framework. Therefore, the Cultivation Agreement cannot be considered a valid form of legal protection. Appropriate legal protection for land rights holders should be pursued through domicile adjustment, maintenance of land registration data, or transfer of land rights in accordance with applicable legal provisions.

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1. INTRODUCTION

Indonesia is an agrarian country, as evidenced by the fact that most of its people rely on land as a source of livelihood. Furthermore, land is important from economic, social, and legal perspectives. The role of land is so central that the state mandates it in Article 33, Paragraph (2) of the 1945 Constitution of the Republic of Indonesia (hereinafter referred to as the 1945 Constitution of the Republic of Indonesia) that the land, water, and natural resources contained therein are controlled by the state and used for the greatest prosperity of the people. This article explains that the land, water, and natural resources contained therein are the mainstays of the people's prosperity; they must be controlled by the state and used for the greatest prosperity of the people [1]. Therefore, the government in this case follows up on the mandate of the 1945 Constitution of the Republic of Indonesia with its policy of creating tools in the form of regulations, one of which is Law Number 5 of 1960 concerning Basic Agrarian Principles (hereinafter referred to as UUPA).

Within the framework of the UUPA, which emphasizes the principles of justice, utility, and social function of land, and as a policy intended as a tool to achieve the prosperity of the people [2], as well as the spearhead of land regulation and the main gateway to realizing citizens' basic rights to land. [3] can be realized. The implementation of UUPA has eliminated the *Agricultural Act Stb. 1870 No. 55* and *Agricultural Decree Stb. 1870 No. 118*. Furthermore, in the general explanation, UUPA has the following main objectives:

- a. Laying the foundations for the formulation of National agrarian law, which will be a tool to bring prosperity, happiness, and justice to the State and the people, especially farmers, in the framework of a just and prosperous society;
- b. Laying the foundations for achieving unity and simplicity in land law;
- c. Laying the foundations to provide legal certainty regarding land rights for all people.

To achieve its objectives as above, UUPA contains provisions, one of which is related to *land reform*. *Land reform* is a policy intended to reform the structure of land control and ownership. This policy was born in 1960 and was motivated by the socio-economic conditions of the community at that time, which were those of farmers. The land ownership structure before 1960 did not achieve a just and prosperous society, and was caused by the existence of 3 groups of farmers, namely: [4]

- a. The group of farmers who own and/or control tens to hundreds of hectares of agricultural land (landowners), number 5%.
- b. The group of farmers who own and/or control agricultural land of less than two hectares (small farmers), number 35%;
- c. The group of farmers who own and/or control agricultural land but whose livelihood depends on agricultural land (farm laborers) numbers 60%.

Based on the reasons above, this program aims to ensure that agriculture can be actively managed by its owners so that land productivity is maintained and there is no neglect.

In implementing the provisions of *land reform* above, the state grants authority to regional governments to regulate their own government affairs based on the principle of regional autonomy [5]. The authority whose implementation can be delegated to regional governments is stipulated in Article 2, paragraph (2), letter a of the UUPA, namely the authority to regulate and organize the allocation of land reserves in the region. The delegation of authority in the land sector is contained in Article 12, paragraph (2) of Law Number 9 of 2015 concerning the Second Amendment to Law Number 23 of 2014 concerning Regional Government (hereinafter referred to as the Regional Government Law).

Provisions regarding the prohibition of land ownership, *absentee* enter into one of the scopes of *land reform*, the implementation program of which is carried out by the regional government based on the principle of regional autonomy. Land *absentee*. Also known as Guntai land, agricultural land located outside the sub-district where the owner lives is regulated in Government Regulation Number 224 of 1961 in conjunction with Government Regulation Number 41 of 1964, which has the consequence of requiring the landowner to transfer their rights if they do not meet the domicile requirements within a certain period of time.

Such ownership is prohibited in relation to the application of the principle that agricultural land must be actively worked by the owner himself, as stated in Article 10 of the UUPA. Chronologically, the land *absentee*. This can happen due to several circumstances, namely: [6]

- a. Owners of agricultural land who move or leave their residence outside the sub-district where the land is located;
- b. If a person has rights to agricultural land outside the district where he lives, which he

- obtained through inheritance;
- c. A person buys agricultural land that borders the district where he lives, where the agricultural land is located, as an investment vehicle.

However, in practice, administrative dynamics such as regional expansion give rise to new legal issues. Changes in administrative boundaries can result in land that was previously excluded from the category becoming status *absent* without any change in the rights holder's wishes. This situation creates legal uncertainty and potential losses for land rights holders. They face legal obligations that could lead to the loss of their land rights. In response to this problem, the North Lombok Regency Land Office issued a policy in the form of a Cultivation Agreement through administrative discretion. This policy is intended to provide legal protection for land rights holders so they can continue to control and utilize their land despite its status as degraded land *absentee*. In its implementation, the issuance of this agreement is based on considerations of social, economic, transportation, and geographical aspects, as well as compliance with regional spatial planning.

While sociologically, this policy offers a pragmatic solution, it remains controversial legally. This is because the Cultivation Agreement is not explicitly regulated in the laws and regulations governing land, *absentee*, and potentially contradicts the principles of national agrarian law. Furthermore, from a state administrative law perspective, the issuance of this policy raises questions regarding the limits of administrative officials' discretionary authority and the validity of the resulting legal product. Based on this description, it is important to examine in depth the legal standing of the Cultivation Agreement issued by the North Lombok Regency Land Office and to assess whether this policy can be used as a legitimate form of legal protection for absentee land rights holders.

2. RESEARCH METHODS

This research is normative legal research that focuses on the analysis of legal norms [7] related to land ownership, especially absentee land and land administration authority. The approach used includes a statutory approach (*statute approach*) by reviewing the UUPA, PP No. 224 of 1961, in conjunction with PP No. 41 of 1964, and PP No. 24 of 1997. This approach aims to assess the compliance of the issuance of the Cultivation Agreement with applicable legal provisions. In addition, a conceptual approach is used (*conceptual approach*) To understand the concepts of legal protection, discretion, and the legitimacy of authority in agrarian law. This analysis assesses whether the Cultivation Agreement can be categorized as a valid legal protection instrument. This research also uses a case study approach. (*case approach*) by examining practices at the North Lombok Regency Land Office. The study examined procedures, rationale, and legal implications. This research was also supported by interviews with relevant officials. The interview results were used to strengthen the normative analysis [8].

3. DISCUSSION

3.1. Issuance of a Cultivation Agreement by the Head of the North Lombok Regency Land Office as a Form of Protection for Land Rights Holders.

After the expansion of the region, the land controlled by the land rights holder was designated as private land *absentee*. This is certainly a loss suffered by the land rights holder. One form of loss is the legality of the land rights holder, particularly the right of ownership, which conflicts with the provisions of *absentee ownership*, so that the land rights holder must release or transfer his land within 1 (one year to another party. If this is not done, the land will be returned to the state or become state land.

Efforts to maintain the rights to the land can be carried out through a series of activities with the aim of ensuring that the land can still be controlled by the land rights holder and does not become state land. R.M. Agung Nugroho, as the First Land Arrangement Coordinator in the Rights Determination and Registration Section, explained that the procedure that can be carried out by the land rights holder is to submit an application for a Cultivation Agreement [9].

The procedure is as follows: *First*, In this case, the land rights holder filed a complaint or objection to the North Lombok Regency Land Office because the status of the land was land *absentee* by attaching files such as a photocopy of the Resident Identity Card, photocopy of the land certificate, and filling in the form (hereinafter referred to as the complaint or objection file) which has been prepared at the North Lombok Regency Land Office; *Second*, After receiving the complaint, the North Lombok Regency Land Office will review the complaint or objection files. After reviewing the complaint or objection files, the North Lombok Regency Land Office will conduct a field inspection of the land whose status has changed.

Third, the Head of the North Lombok Regency Land Office issues a discretionary form of a Cultivation Agreement. This is intended to ensure that the agricultural land can be optimally utilized and the results can be enjoyed for the welfare of the people. The consideration for granting the Cultivation Agreement is based on two (2) factors:

a. External Aspects;

This external aspect arises from considerations of efficiency in the subject of land rights holders, specifically in social, economic, transportation, and geographical factors, the considerations of which are measured by the North Lombok Regency Land Office. Further explanation as follows:

- 1) Social Factors in Society, this factor looks at the growth in society that requires a place for farming, or the majority of the community depends on the agricultural sector for their livelihood, and therefore, it is hoped that they can manage the land so that it is not abandoned.
- 2) Economic factors, meaning that land is no longer an object for farming or cultivation, but has a high economic value, considering the condition that land, especially for agriculture, will become increasingly scarce.
- 3) Transportation Factor, meaning that in the birth of regulations regarding *absentee*, where land restrictions were imposed per sub-district due to the lack of adequate transportation. However, as transportation progressed, distance became no longer an obstacle to land cultivation.
- 4) Geographical Factors: This means that geographically, the Lombok Island region, especially North Lombok, is easily accessible, and the area of Lombok Island is not too large; it can be reached within 8 hours by existing transportation to get around the Lombok Island region.

b. Internal Aspects;

This aspect is based on special reasons that will be considered from the aspect of the Regional Spatial Planning Plan of North Lombok Regency [9]. As with the land sector, the spatial planning sector is also the authority of the region, which is included in the Mandatory Government Affairs related to Basic Services as stated in Article 12, paragraph (1) letter c of the Regional Government Law. Referring to the aspect of the Spatial Planning Plan of North Lombok Regency, which is included in the West Nusa Tenggara Province, the regulations governing the spatial planning are regulated in the Regional Regulation of West Nusa Tenggara Province Number 11 of 2006 concerning the Spatial Planning Plan of

West Nusa Tenggara Province (hereinafter referred to as the NTB Provincial Regulation 11 of 2006). As well as the regulations regarding the Regional Spatial Planning Plan of North Lombok Regency itself are regulated in the Regional Regulation of North Lombok Regency Number 9 of 2011 concerning the Spatial Planning Plan of North Lombok Regency for 2011-2031 (hereinafter referred to as the KLU Regional Regulation Number 9 of 2011).

Fourth, after the issuance of the cultivation agreement letter, it will be signed by both parties to fulfill the validity of controlling land rights, especially in this case, land with a Freehold Rights status of *absentee*. And the end of the activity was concluded by the North Lombok Regency Land Office, then carrying out periodic monitoring of the Freehold land with absentee status, with the aim of finding out whether the land was being used as it should.

3.2. Legal Status of Cultivation Agreements as Protection for Land Rights Holders: *Absentee*.

3.2.1. Analysis of the Issuance of Cultivation Agreements.

In the program of *land reform*, *fundamental* changes regarding land ownership and control, and legal relationships related to land management from the old legal system before the UUPA came into effect to the new system according to the UUPA. Program *land reform*. This is also included in the principles of agrarian reform. Agrarian reform is justice in an effort to improve the welfare of society, especially farming communities, fishermen, and indigenous communities, or in other words, an effort to empower society, the operational aspects of which can be found in several principles. The basic principles of Agrarian Reform are as follows:[10]

- a. Upholding human rights, because the right to agrarian resources/natural resources is the economic right of every person;
- b. Legal unification that can accommodate local legal diversity(*pluralism*);
- c. Justice in the control and utilization of agrarian resources/natural resources (gender justice, justice within one generation between generations, and recognition of indigenous peoples' ownership of agrarian resources/natural resources that constitute their living space);
- d. The social and ecological functions of land and other agrarian/natural resources; the rights held by a person give rise to social obligations for the person concerned because their rights are limited by other people and the rights of the wider community.
- e. Land conflict resolution;
- f. Division of responsibilities to regions regarding the allocation and management of agrarian/natural resources;
- g. Transparency and participation in policy making;
- h. *Land reform*/restructuring in ownership, control, and utilization of agrarian resources/natural resources;
- i. Production efforts in the agricultural sector.
- j. Financing of agrarian reform programs.

This agrarian reform must be carried out by, namely: *First*, a continuous process. *Second*, regarding the restructuring of ownership/control and utilization of agrarian resources by the community, especially rural communities. *Third*, implemented in order to achieve legal certainty and legal protection for land ownership and the use of agrarian resources, as well as the

realization of justice for all the people [11]. In general, the targets to be achieved by agrarian legal policies in Indonesia include, among others, the restructuring of land control and ownership, which, in this case, includes, among other things:

- a. Recognition of ownership rights;
- b. Prohibition of *absentee*, fragmentation, and determination of the minimum land ownership area;
- c. Providing facilities for residential areas and industrial areas;
- d. Improving the agricultural industry by maintaining agricultural businesses.
- e. Protecting protected areas, protected forests, nature reserves, and others.

Prohibition on private ownership of agricultural land, *absentee*. This goes into one of the programs. Settings *absentee* This has been regulated in the provisions of PP 224 of 1961 as amended by PP 41 of 1964, which states that ownership of agricultural land outside the sub-district where the landowner lives means that the agricultural land cannot be actively worked by the owner. Land ownership in *absentee* not in line with the principle that agricultural land must be actively worked by its owner, as stipulated in Article 10 of the UUPA.

Responding to the issuance of a cultivation agreement by the North Lombok Regency Land Office as a form of legal protection for land rights ownership, in the *absence of* post-regional expansion. The legal protection referred to in this case is so that the holder of the Ownership Rights can control or occupy the land with the status of an *absentee*. This is a mistake made by the Head of the North Lombok Regency Land Office in issuing the cultivation agreement. The error in issuing the cultivation agreement will be examined using the Indonesian Land Law (BAL) (hereinafter referred to as the land law). Some of the errors in issuing the cultivation agreement are as follows.

First, referring to the Land Law approach, as proof of land ownership or proof of rights, namely a certificate. Article 1, number 20 of PP 24 of 1997 provides the understanding that a certificate is a letter of proof of rights as referred to in Article 19 paragraph (2) letter c of the UUPA for land rights, management rights, waqf land, ownership rights to apartment units, and mortgage rights, each of which has been recorded in the relevant land book. The certificate is issued in fact for the benefit of the relevant rights holder in accordance with the physical data and legal data that have been registered in the land book, and becomes a strong means of proof.

However, it is necessary to note that in the land law publication system, the land registration system adopted is a negative publication system that is not pure, or a negative publication system that contains positive elements. Urip Santoso provides evidence that in land registration, a negative publication system is adopted that contains positive elements as follows:[12]

- a. Land registration produces a certificate of title that serves as strong evidence, not absolute proof. The word "strong" here refers to a negative publication system.
- b. The land registration system uses a rights registration system (*registration of titles*), not a deed registration system (*registration of deeds*). The rights registration system (*registration of titles*) is a characteristic of a positive publication system.
- c. The state does not guarantee the accuracy of the physical and legal data contained in the certificate. This is a characteristic of a negative publication

- system.
- d. Land registration officers actively verify the accuracy of physical and legal data. This is a characteristic of a positive publication system.
 - e. The purpose of land registration is to provide legal certainty. This is a characteristic of a positive publication system.
 - f. Other parties aggrieved by the issuance of a certificate can file an objection with the land registration authority to have the certificate revoked or file a lawsuit in court to have the certificate declared invalid. This is a characteristic of the negative publication system.

So, it can be concluded that a certificate is a document that proves rights, which contains physical data and legal data, and has been registered in the land book, and is a strong means of proof as long as its truth is not proven otherwise.

Referring to the issuance of the cultivation agreement carried out by the Head of the North Lombok Regency Land Office as an additional requirement so that the holder of the Freehold Rights can control or occupy the land with the status of *absentee* post-regional expansion to provide legal certainty and legal protection for land ownership rights holders, it can be said to be an inappropriate action.

This inappropriate action can be seen in that the issuance of this cultivation agreement is contrary to the provisions of the *sub-settee*, which, by norm, prohibits the ownership of agricultural land outside the sub-district where the landowner resides, which results in the agricultural land not being able to be actively worked by the owner. The issuance of this cultivation agreement will not automatically make the holder of this Ownership Right fall into the criteria of a party excluded from the provisions regarding the prohibition on the ownership of agricultural land *absentee*.

Furthermore, there are other special reasons for land rights holders that can be accepted by the Head of the National Land Agency of the Republic of Indonesia as a basis for exceptions, because, in this case, seen from the Administrative Law Aspect, the nature of his authority is a bound authority that has been determined in PP 224 of 1961 *jo.* PP 41 of 1964. This is different from the issuance of this cultivation agreement, which is a discretionary product issued by the Head of the North Lombok Regency Land Office, which, when viewed from the Administrative Law aspect, is like its authority, which is a free authority. So, it is seen here that there is a difference, like its authority, and if examined from the legal approach, the issuance of the cultivation agreement is not valid if issued by the North Lombok Regency Land Office because it can be categorized as exceeding the authority of the Head of the Land Office.

Furthermore, in relation to the nature of the certificate as proof of rights as stipulated in PP 24 of 1997, Maria S.W. Sumardjono stated that if for 5 (five) years the original land rights holder neglects to use his land in accordance with the nature and purpose of his rights, and allows his land rights to be controlled and registered by another party with good intentions and he does not file a lawsuit in court, this means that the person concerned has neglected his land and lost his right to sue [13].

Referring to the Land Ownership Certificate, after the regional expansion, the accuracy of the physical and legal data on the land certificate does not match the location after the regional expansion. The physical data of

the land before the regional expansion was recorded as being in Mumbul Sari Village, Bayan District, while after the regional expansion, the location of the land was included in Sambik Bongkol Village, Gangga District, and this indicates that the Land Ownership Certificate holder has inadvertently neglected his land because he did not maintain the physical and legal data in the certificate. This will result in the lack of legal protection for the Land Ownership Certificate holder after the regional expansion.

3.2.2. Efforts by Land Rights Holders to Obtain Legal Protection.

Legal protection for land rights holders has been guaranteed by the constitution as stated in Article 28H paragraph (4) of the 1945 Constitution of the Republic of Indonesia, which states that everyone has the right to have private property rights, and these property rights may not be taken over arbitrarily by anyone. The Unitary State of the Republic of Indonesia, which is based on the 1945 Constitution of the Republic of Indonesia, is a constitutional state that provides guarantees and protection for the rights of citizens to obtain, have, and enjoy property rights [14].

To obtain legal protection for post-regional expansion property rights holders, which causes the land status to change from *absentee*. The steps that can be taken by the property owner to defend his land are as follows. *First*, the Ownership Rights holder must change domicile or change residence where the land is located and/or change residence in the sub-district bordering the sub-district where the land in question is located, measured by the distance between his residence and the land according to the considerations of the North Lombok Regency Land Reform Committee which still allows for efficient cultivation of the agricultural land, so that the Ownership Rights holder is free from the provisions on agricultural land ownership of *absentee* according to PP 224 of 1961 *jo.* PP 41 of 1964.

Second, furthermore, land rights holders are required to maintain land registration data. Land registration data maintenance is a land registration activity to adjust the physical and legal data in registration maps, land lists, name lists, measurement letters, land books, and certificates with subsequent changes. Land registration data maintenance is carried out because there are changes to the physical data of the land, which was previously located in Mumbul Sari Village, Bayan District, while after the regional expansion, the location of the land is included in Sambik Bongkol Village, Gangga District. Next, the Ownership Rights holder registers these changes with the North Lombok Regency Land Office to be recorded in the land book. This land registration data maintenance is carried out to ensure legal certainty, namely, legal certainty regarding the object of rights.

Third, if this cannot be done by the holder of the Ownership Rights, he/she must transfer his/her rights by selling or buying with another person or a buyer who resides in the location of the land so that the buyer is exempt from the provisions. So that the agricultural land can be actively worked by the owner and get maximum results from the land.

4. CONCLUSION

Issuance of a Cultivation Agreement by the North Lombok Regency Land Office in response to the change in land status to *absentee*. The consequences of regional expansion are essentially administrative efforts to provide protection to land rights holders.

However, legally, this action is invalid because it conflicts with legal provisions prohibiting individual land ownership of *absentee* and does not comply with the principles of national agrarian law. Furthermore, the issuance of the agreement constitutes a form of discretion that exceeds the authority of the government (*ultra vires*), considering that the regulations regarding absentee land are in the nature of bound authority, which has been determined in a limited manner in statutory regulations.

Therefore, a Cultivation Agreement cannot be used as a valid basis for legal protection for land rights holders. Legal protection should be achieved through mechanisms consistent with legal provisions, namely by changing domicile to meet land ownership requirements, maintaining land registration data to ensure legal certainty, or transferring land rights to another party who meets the requirements. These steps are crucial to ensuring legal certainty, justice, and orderly administration within the national land system.

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