



Legal Reformulation of Coastal Lines Use with The Role of The Private Sector in Equitable Tourism

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Abstract. As a country recognized by the world with the concept of an archipelago country, most of the land connects and borders with waters and oceans. The coastal area has recently attracted enough attention to be studied from various sides. One of the tourism infrastructure in Pangandaran Regency, West Java Province, is the so-called Tourist Village. This location is a privatized area on the west coast of Pangandaran which is designed as a culinary center, restaurant and bar, similar to a restaurant in Jimbaran Bali and occupies a location along the west coast in the coastal border area. This research uses juridical and empirical studies, juridically analyzes the legal framework that regulates all aspects related to the regulation, utilization, management and control of coastal border areas and empirically observes the real situation that occurs in the field with the privatization of coastal borders which are Used as tourism support facilities with the establishment of restaurants and bars with the function of preserving the beach area itself that can be maintained. Juridical analysis of various substantial and interrelated regulations with coastal border areas at least such as; Law No. 32 of 2004 and its amendments through Law No. 23 of 2014 concerning Regional Government, Law No. 9 of 1960 concerning Agrarian Principles., Law No. 26 of 2007 concerning Spatial Planning, Law No. 27 of 2007 as amended by Law No. 1 of 2014 concerning Amendments to Law No. 27 of 2007 concerning Management of Coastal Areas and Small Islands along with other related regulations.. Synchronization and harmonization of laws and regulations are needed so that synchronization and systematics occur, especially in providing space and flexibility to regions to affairs regulate and utilization and management of coastal borders, regulations are needed in the form of responsive and progressive regional legal products in accordance with the designation and development of the times because on the one hand the tourism sector is always developing so that within the framework of regional autonomy the government Regions have clearer space and authority.

Keywords: Legal Formulation, Coastal Borders, Privatization, Tourism by Justice

1. Introduction

As a world recognized country with the concept of an archipelagic nation (archipelago), almost most of the land is connected to and borders waters and oceans. Coastal areas and beaches offer natural landscapes as tourism potential.

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A. A. Nassihudin et al. (eds.), *Proceedings of the 3rd International Conference on Law, Governance, and Social Justice (ICoLGaS 2023)*, Advances in Social Science, Education and Humanities Research 805,

https://doi.org/10.2991/978-2-38476-164-7_87

As a transition area between the mainland and small islands, Indonesia's coastal areas are potential natural resources. These resources are enormous and are supported by a coastline of 81,000 km. Both biological and non-biological potential exist in Panjang Beach. Fishermen, the majority of whom are still prehistoric, can be found around the coast and on small islands.[1]

This research started from Pangandaran Regency, West Java, when the momentum began to organize tourism infrastructure in the initial phase. Pangandaran Regency was established as a new autonomous region through Law no. 21 of 2012 concerning the Establishment of Pangandaran Regency in West Java. One of the arrangement locations is what is called the Tourist Village. The tourist village is a location on the west coast of Pangandaran which is designed as a culinary center, restaurants and bars, similar to restaurants in Jimbaran Bali, Labuan Bajo, West Manggarai Regency, Lombok and other tourist areas. This location was chosen as a relocation area for the establishment of restaurants and bars which were initially located in front of the hotel area on the West Coast of Pangandaran, which was then moved for reasons of arrangement, beauty and comfort to an area relatively further away from the busy beach area. The arrangement started five years ago, with the hope that apart from being organized it is also part of the concept of tourism development on Pangandaran Beach. Including the location chosen was expected to become a development area and new center of activity, and that is now slowly becoming a reality.

Currently, the development of the area around the tourist village continues to be carried out, the establishment of new restaurants or bars occupying positions bordering the coast or also known as sea harbours, this is currently being strengthened by the publication of Regional Regulation Number 5 of 2019 concerning Plans for Coastal Areas and Small Islands in the Province of Java. West 2019-2039 as well as other juridical legal bases, namely Pangandaran Regency Regional Regulation number 7 of 2018 concerning the Regional Tourism Development Master Plan for 2018-2025 and followed by the issuance of Pangandaran Regent Regulation number 80 of 2022 concerning Management of Beach Borders and River Borders.

The regional regulations and regional regulations refer to several statutory regulations such as; Law Number 26 of 2007 concerning Spatial Planning, Government Regulation no. 22 of 2021 concerning the Implementation, Protection and Management of the Environment, Presidential Regulation of the Republic of Indonesia Number 51 of 2016 concerning Coastal Boundaries, as well as other related technical ministerial regulations

And what is more essential regarding placement in the coastal border area is related to land, the Basic Agrarian Law Number 5 of 1960 delegates the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency which has the mandatory task of representing the state through a conception of State Control Rights over agrarian resources. , organize and manage its allocation. Institutionally, the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency itself has regulated land rights relating to coastal waters through Minister of Agrarian and Spatial Planning Regulation Number 17 of 2016 concerning Land Management in Coastal Areas and Small Islands, and most recently the legal umbrella for Attachment

of land rights The government issued PP Number 18 of 2021 concerning Management Rights for Condominium Units and Registration, according to this regulation it is possible for the Regional Government to request that coastal borders be utilized and attached to land rights through management rights to several areas . coastal borders in Pangandaran Regency, especially in the area called the Tourist Village.

Meanwhile, no less important to pay attention to in coastal border management is the ecological aspect, namely the survival of the ecosystem and its environment as mandated by Law no. 32 of 2009 concerning Environmental Protection and Management as amended by Law no. 11 of 2020 concerning Job Creation.

Regulation of the use of coastal border land that can be used. Use of coastal border land is generally not prohibited by laws and regulations governing coastal border use, as long as it does not damage the environment in the area around the coastal border. Category activities as recreational activities, marine tourism and ecotourism can also include gastronomic commercial activities along the coast in accordance with applicable rules and regulations.[2] However, legally, the state controls the ownership status and use of coastal boundaries in coastal areas, and investors need management permission to use these boundaries.[3]

Parties who own permanent buildings between the coastal border have an inappropriate distance between the building and the coastal border in terms of carrying out control and exploitation of the coastal border by investors or the private sector. Coastal areas are legally under state jurisdiction and open for use by Indonesian citizens. This is known as the legal status of control and utilization of coastal areas. According to Law of the Republic of Indonesia Number 1 of 2014 concerning Amendments to Law Number 27 of 2007 concerning Management of Coastal Areas and Small Islands, coastal areas are public spaces that are open to anyone. If they have a location permit and management permit issued by the government, tourism industry investors can control and utilize coastal areas without limiting the rights of the community and tourism in general.

The government, especially regional governments, need to clarify, emphasize and pay attention to regulations and legal formulations governing the control and use of coastal borders so that investors in the tourism industry can implement them correctly. The government can assess and take action against tourism investors who abuse coastal borders, such as controlling buildings that are permanently erected outside the coastal border area or controlling investors who continue to limit access and use of visitors. Periphery. Tourism industry investors continue to open up opportunities for both local residents and general tourists to be able to access and use coastal borders equally, without limits on control or use of borders.[3]

There are legal consequences for the use and control of coastal border areas in many areas where buildings are not permitted in border areas. However, in reality, many buildings in the form of hotels, resorts or other villas stand on the coast of the border area, which is 10 meters from the highest tide point. This is especially common in Lombok, Bali, and Labuan Bajo, which are famous worldwide for their tourism industries. The urgency of formulating the need for a legal product issued by the Regional Government to specifically regulate coastal boundaries as a legal

umbrella to ensure management and especially supervision and control so that spatial planning in coastal border areas is free from buildings; more organized and obedient to the rules.

The practice of the private sector's role in coastal area management can at least be followed up by the Regional Government with the help of special regulations it has created, which can become a model for tourism-related business managers. To avoid marginalization of local communities in a fair and sustainable manner, it is necessary to build a good understanding among the government, tourism business managers and local communities about how to utilize coastal boundaries for tourism purposes. Tourists and locals live side by side in the tourism sector; if locals are not used as actors, tourism will not be at its best.[4]

Problems regarding the use of coastal borders for the development of tourism areas, especially the entry of private capital, both domestic and foreign through PMA (Foreign Investment) companies or foreign direct investment, occur almost everywhere. In Bali, Lombok and other areas which are tourist destinations, privatization or other terms, privatization occurs. Based on the descriptions above, the author is interested in examining the position and existence of norms in laws and regulations related to the use of coastal border areas and their implementation in the form of research entitled "LEGAL REFORMULATION OF COASTAL FRONTIER USE WITH THE ROLE OF THE PRIVATE IN EQUITABLE TOURISM."

2. Problems

- a. Why is the legal formulation for the use of coastal border areas with the role of the private sector in tourism not yet fair?
- b. How to reformulate the regulation of use of coastal border areas through the role of the private sector for equitable tourism development?

3. Method

The method is needed as an analytical process that contains systematic descriptions and specific ideas aimed at studying law including certain symptoms and then trying to analyze problems and correct problems that develop.

- a. Types of research

The type of research used is normative legal research, namely legal research that examines legal materials originating from statutory regulations as legal events, especially those related to the problem being researched by looking at the facts that occur in the field.

- b. Approach Method

The methodological approach used is a qualitative research approach. The tool for this research is ethnographic research, which is a form of research that focuses on the meaning of sociology through closed field observations of sociocultural phenomena.[5]

c. Types of Research Data

The types of data used in normative research are secondary data types where the secondary data type consists of several legal materials including:

1) Primary research materials

Sources of law are written rules that will be implemented by the state. Primary legal sources consist of written laws that have binding force made by those who have the authority to make laws. Primary legal sources are official decisions from materials forming state law in the form of court decisions, laws and regulations which are the basis of legal doctrine. Primary legal sources include laws made by parliament and courts, namely laws and justice decisions.

The primary sources of law of this type are statutory regulations and decisions and court rulings from the country concerned. Primary legal materials include:

- (a) Presidential Regulation Number 51 of 2016 concerning Coastal Boundaries;
- (b) Law no. 5 of 1960 concerning Basic Agrarian Regulations (UUPA);
- (c) Law no. 27 of 2007 concerning Management of Coastal Areas;
- (d) Law no. 6 of 1996 concerning Indonesian Waters;
- (e) Government Regulation no. 26 of 2008 concerning National Regional Spatial Planning.

2) Secondary and tertiary research materials

Documents and other written and written materials related to legal materials such as books, journals, articles, papers and other research results become references in developing research methods and qualify their relevance to the problems to be discussed. Tertiary materials to support are in the form of dictionaries and encyclopedias.

d. Analysis Method

The collection of legal materials for this research is a literature study carried out by collecting data and compiling and reviewing library data originating from statutory regulations, literature and field data, namely data obtained directly from the research site by interviewing informants or respondents regarding the study material in the study. This research was analyzed using a qualitative descriptive method, this method was carried out to obtain data in the form of detailed descriptive information regarding the meaning of objects, actions, interactions and events related to social interactions. Researchers are trying to

explore several aspects, namely, subjects, thoughts, attitudes and patterns of action and culture that occur in local communities.

4. Discussion

4.1. The Legal Formulation of The Use of Coastal Frontier Area with The Role of The Private in Tourism is Not Yet Equitable

Long before, when Pangandaran was still part of the Ciamis Regency Government area, the coastline was already being used. The entire coastal border area was previously used by the community as a business area, even on a small and medium scale. There are thousands of traders, most of whom are street vendors selling various merchandise including; clothes, beach clothes, noodle food and drinks, coffee and snacks, handicrafts and others. On a medium scale business, the border was also used at that time to establish entertainment facilities with quite large capital. The entry of private capital indirectly advances tourism in Pangandaran, such as bars and restaurants. This medium scale privatization of coastal border areas currently amounts to no more than 13 restaurant and bar units. These bars and restaurants occupy special areas or are localized in one area. Currently this location is facing large hotels such as; Malabar Hotel, Menara Laut Hotel, Uni Beach Hotel.

As a tourist destination, Pangandaran Beach is different from other beaches as a tourist destination, the hotels are separated by the main road or main road leading to the beach. This area between the road and the beach then becomes the border of the beach which is inhabited and inhabited by the tourism community, starting from selling goods to bars and restaurants as a privatization area.

As a tourism destination, Pangandaran beach certainly attracts tourists to visit. However, the conditions that occurred before separating from the main district government, namely Ciamis Regency, were that at that time the coastal border area was filled with traders and became very dirty. On the tourism side, of course it really disturbs the beauty. Visitors sometimes cannot see the beach because it is blocked by rows and rows of tents set up by the community to sell merchandise ranging from clothing, crafts to bars and restaurants.

Pangandaran Regency officially separated from Ciamis Regency as a new autonomous region on October 12 2012. The use and management of coastal border areas began to be organized in a more planned and structured manner. In 2016, the relocation of all traders who inhabited the coastal border area began, thousands of traders began to be relocated. This transfer was of course not without reason and just moved. The local government started by building tourist markets in three locations which will be inhabited and occupied by thousands of traders. The location of the tourist market is in the Pananjung art market area, former PT KAI and the East Coast Ministry of Social Affairs. Even though it has caused turmoil because the relocation market building is inadequate and not suitable as a place to sell, from a tourism perspective, the beach and coastal border areas are becoming clean and free from traders, slowly Pangandaran Beach is returning to its beauty.

What is quite interesting here is the relocation of bars and restaurants which is different from the relocation of other ordinary traders. At the time of relocation, restaurant and bar owners agreed with the local government to gather in one association of bar and restaurant business owners. So an association of restaurant and bar owners "Tourist Village" was created and the location for the relocation was agreed upon. In contrast to the thousands of traders who originally occupied border areas were moved to tourist market locations built by the regional government in non-border locations, the relocation of nustrus bars and restaurants still occupy locations in coastal border areas, although they have been slightly shifted to other areas. The consideration of the local government and restaurant owners at that time was the unavailability of local government land to build bars and restaurants so they chose the area bordering the beach. Another consideration was the plan for the eventual development of tourism destinations. The location of the bar and restaurant occupies a border area on the west coast of Pangandaran which is 4 km from the original location and is considered not to disturb the beauty of the beach and is planned as part of regional development planning and everything is part of the realization of Pangandaran Regency Regional Regulation number 7 of 2018 concerning Plans Main Regional Tourism Development 2018-2025.

Currently there are 11 bars and restaurants that are actively operating optimally, namely; Bamboo 1 and Bamboo 2, Galura, Sagara, D'Ketan, Hallo Beach, Morgan, Mina Family, Dian Resto, Siti Mungil, Pamugan Lounge. Most of these restaurants are night entertainment centers combined with bars. Currently, among those that are used as entertainment centers are Bamboo and Sagara and Siti Mungil. And there are 8 other special seafood restaurants similar to those in Jimbaran Bali, namely; Minasari, Laksana 1 and Laksana 2, De'Icha, Risma, CK Resto, Tirta Bahari and Sari Melati.

Beach Borders are land along the shore whose width is proportional to the shape and physical condition of the beach, a minimum of 100 (one hundred) meters from the highest tide point towards land, the definition refers to the general meaning as regulated in Law no . 27 of 2007 concerning Management of Coastal Areas and Indonesian Presidential Decree Number 51 of 2016 concerning Coastal Boundaries which are the legal basis for coastal border lines. In the Law on Spatial Planning, Law Number 26 of 2007 concerning Spatial Planning, Beach Borders are not specifically and technically regulated.

The authority of the district government in determining coastal border boundaries is regulated in the Presidential Regulation of the Republic of Indonesia Number 51 of 2016 concerning Coastal Border Boundaries which is the legal basis for coastal border lines. The regional government's implementation authority is authoritative and hierarchical as part of the attributive authority in the principles of implementing Regional Autonomy as regulated in Law no. 32 of 2004 and its amendments to Law no. 23 of 2014 concerning Regional Government. Pangandaran Regency with its authority issues Pangandaran Regency Regional Regulation number 7 of 2018 concerning the Regional Tourism Development Master Plan for 2018-2025 as well as Pangandaran Regent Regulation number 80 of 2022 concerning Management of Beach Borders and River Borders. In relation to this regulation, the

hierarchy of laws and regulations, such as the Hierarchy of Legal Norms Theory (Stufenbau Theory) initiated by Hans Kelsen, has been realized. Stufenbau's teachings argue that the legal system is a hierarchy of laws. In this hierarchy, it explains that a legal provision originates from a higher provision.

According to Fuller, law cannot be accepted as law, unless it departs from a certain morality. For the legal community in Indonesia, moral values and morality are summarized in Pancasila as a whole. Pancasila must be a national guideline, as a "national guideline, as a "national standard, norm and principle" which also contains "human rights and human responsibility".[6]

4.2. Reformulation of Regulations for The Utilization of Coastal Frontier Area Through the Role of The Private for Equitable Tourism Development

Currently, the use and management of coastal borders in Pangandaran has become a bit of a dilemma, this set of regulations is not enough to provide legal certainty and provide understanding to investors and the public regarding the regulation of public spaces and privatized spaces. Several legal formulas that are currently being implemented include first clarifying the status of the coastal border area in the "Tourist Village" area. Based on Government Regulation Number 18 of 2021 concerning Management Rights, Land Rights, Flats and Land Registration, Regional Governments can request the issuance of Management Rights for coastal border areas that have the potential to be developed as tourism areas. In this presidential regulation it is said that State Land or Land that is Directly Controlled by the State, is all land in the territory of the Unitary State of the Republic of Indonesia which is not owned by any right by another party. The state can provide individuals or legal entities with land rights in accordance with their purpose and needs, or provide them with management rights.

In this Presidential Decree, Management Rights originating from State Land can be given to; Central Government agencies; Local government; state-owned enterprises or regional-owned enterprises or state-owned legal entities or regional-owned legal entities; Land Bank Agency; legal entity appointed by the Central Government.

In this legal scheme and formula, coastal border areas are requested for management rights subject to Regional Government rights and then other derivative rights can be issued on top of the HPL. Management Rights in which all or part of the land is used for one's own use or in collaboration with other parties can be granted Land Rights in the form of business use rights, building use rights and/or use rights above Management Rights in accordance with their nature and function, including to other parties, if land management rights are collaborated with a land utilization agreement. In this position, the association of restaurant and bar owners "Tourist Village" is clearly part of the management element of the collaboration in this case.

Currently, the management and owners of the "Tourist Village" restaurant and bar have not given any obligations to the government other than paying resort tax. However, in the future the legal formula scheme above will have other consequences, namely the imposition of annual mandatory tariffs and/or fees that are adjusted to the purpose of the utilization and stated in the land utilization agreement between the

Management Rights holder and other parties and must not contain elements that are detrimental to the parties. This is where legal certainty can protect investors.

The scheme for utilization and management of coastal border areas is intended for several categories, namely; public interest; social interests; development interests; and/or economic interests. This arrangement must truly be able to accommodate the principles of justice. Justice is one of the essence of legal objectives according to Gustav Radbruch. According to this theory, the objective of law is that in its objectives the law needs to be oriented towards three things, namely certainty, justice and expediency. Although according to Radbruch these three aspects have real characteristics, they can change. At one time we could focus on justice and push the usefulness and certainty of law to the edge. But at other times you can focus on certainty or usefulness.

Even though privatization or private capital for tourism development is needed, the public or community is also protected, at least how in border areas the public can access beaches as public spaces, apart from that, the benefits that can be felt and enjoyed by communities around the coast through social corporate responsibility must also be clarified. Referring to coastal border management in Bali, local wisdom through traditional village institutions can be used as a reference, although in a different formulation. The theoretical approach regarding the use and management of coastal border areas through privatization or the entry of private capital, apart from being capital intensive and the government's capacity, especially local governments, is limited, is from the aspect of benefit. This understanding assesses whether something is good or bad, moral or immoral, in terms of the usefulness or benefits it brings. Benefit here is defined as happiness, which does not matter whether a law is good or unfair, but depends on the discussion about whether the law can provide happiness to as many people as possible or not, which we can interpret as social justice. The essence of justice according to Hans Kelsen is in accordance with the norms that live and develop in society, not only legal norms, but also other norms which have the principle of justice according to Hart where individuals have an equal position with one another.

Even though the statutory regulations do not prohibit buildings, what must be regulated and referred to are provisions related to disaster mitigation and aspects of protecting coastal areas whose ecology and sustainability must be maintained. One of the references is the Regulation of the Minister of Public Works and Public Housing of the Republic of Indonesia No. of 2015 concerning Beach Security in addition to the Regulation of the Minister of Maritime Affairs and Fisheries of the Republic of Indonesia No. 21 of 2018 concerning Procedures for Calculating Coastal Boundaries. In this context, Pangandaran Regent's Regulation number 80 of 2022 concerning Management of Coastal Borders and River Borders still requires more technical elaboration in the NSPK (Standard Procedures and Criteria) regarding border management which is currently not clear and detailed. These regulatory guidelines should be responsive and progressive. Theoretically, a progressive legal approach does not only view law from a positivist perspective but also views law as a social reality. In viewing the law not only as a Law, a Product of Power, but a social product, viewing the law not only in a vacuum, but in the reality of real life.

5. Conclusion

Regulating the use of coastal border areas through equitable privatization of the tourism sector is a necessity, areas that have become tourist destinations encourage the role of the private sector to develop and build these areas as growth centers. Apart from being a complementary means of tourism, placing and providing space for the private sector to invest capital, building coastal border areas requires the study of many things. Economically, it will provide added value, such as local revenue or can absorb labor or based on an economic approach. Other aspects that must be considered are from a juridical, sociological and ecological perspective.

The private sector's use and management of coastal borders must be able to balance many aspects, not just expansion and development. Development and the role of the private sector in managing borders must provide space for many parties to have business opportunities or become equal actors. Justice also applies not only to opportunities but more broadly than that, namely ensuring justice for the public to access the beach as a public area itself. Fair regulations are needed to avoid friction and potential conflicts in the future, both vertical and horizontal.

The legal formula related to regulations on the privatization of the tourism sector that is harmonious and synchronous gives birth to regional legal products that are progressive and responsive, starting with clarifying the status of the basic rights. Coastal border areas have the potential to be developed and will definitely attract private interest to invest their capital, but the aspect of legal certainty is very necessary. This legal certainty is of course multifaceted, not only for investors but also for the community itself, especially in coastal areas.

On this basis, it is possible to issue other derivative rights such as Building Use Rights, or Use Rights depending on the designation. In the position of restaurant and bar owners in Pangandaran, what is more possible is building use rights.

This pattern of cooperation between HPL holders and derivative rights holders or investors must be able to ensure a balance of rights and interests, including the rights of coastal community residents in addition to the benefits obtained by the regional government itself. Meanwhile, managers who take advantage of this coastal border area should be joint corporations or cooperatives or regional government-owned business entities, as well as individuals who have clear requirements and qualifications.

Further provisions in the technical implementation of existing regional head regulations, in this case namely the Pangandaran Regent's Regulation number 80 of 2022 concerning the Management of Coastal Borders and River Borders, require more technical arrangements in the form of NSPK (standard norms of procedures and criteria) which are progressive and responsive. by paying attention to and guaranteeing the principles of justice and mutual benefit.

The legal formulation in regulating the management and use of coastal border areas through the privatization of tourism, in the preparation of technical regulatory guidelines should involve interested actors sitting together. Policy makers must be aspirational, by listening to and accommodating various groups of society, tourism

actors, cultural and traditional institutions, academics and cross-sectoral government institutions.

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