



Implementation of Land Policy to Support Sustainable Development in Indonesia

Hilbertus Sumplisius M. Wau¹, Runtung Runtung¹, Tengku Keizerina Devi Azwar¹, Oloan Sitorus², Detania Sukarja¹

¹ Universitas Sumatera Utara, Medan, Indonesia

² Sekolah Tinggi Pertanahan Nasional, Yogyakarta, Indonesia
sumplisiuswau@gmail.com

Abstract. This study discusses the implementation of land policy to support sustainable development in Indonesia. Sustainable development meets current needs without compromising the ability of future generations to meet their own needs. Land policy plays an important role in this regard, considering that land is a strategic asset that must be managed wisely. This research uses qualitative methods. The results show that land policy can support sustainable development through sustainable natural resource management, reducing land ownership conflicts, increasing land use efficiency, and equitable land ownership distribution. Proper policies encourage more efficient land use and fairer land ownership distribution. However, there are obstacles in implementing this policy, such as land ownership conflicts, lack of policy consistency, low public awareness, lack of human resources, and inadequate infrastructure. Land conflicts often occur due to overlapping rights, improper land use, and unplanned land use changes. To overcome these obstacles, it is necessary to improve information, human resource quality, infrastructure, and policy consistency. Community participation in decision-making and policy implementation is also important. The proper implementation of land policies can support sustainable development in Indonesia, promoting sustainable economic growth, a healthy environment, and a prosperous society.

Keywords: Agrarian Law, Implementation, Land Policy, Sustainable Development.

1 Introduction

National development that has been carried out so far has shown progress in various fields of community life, including socio-cultural and religious life, economy, science and technology, politics, defense and security, law and administration, regional development and spatial planning, provision of facilities and infrastructure, as well as the management of natural resources and the environment. Despite many achievements, there are still numerous challenges or issues that have not been fully resolved. Therefore, efforts are still needed to address these in the national development agenda for the next 20 years.[1]

Sustainable development has become an increasingly important issue in this modern era, given the growing human demand for natural resources. One of the crucial sectors in sustainable development is the land sector. Proper land policies can significantly contribute to supporting sustainable development. Sustainable development aims to enhance community welfare by meeting human needs and aspirations. Essentially, sustainable development seeks to achieve equitable development across generations, both present and future.[2]

Starting from Presidential Decree Number 48 of 1999 concerning the Policy and Legislation Review Team in the Context of Land Reform Implementation (Keppres), the idea emerged to rethink land policies, which naturally included a review of the Basic Agrarian Law and its implementation.[3] In accordance with the provisions of Article 3 of the Presidential Decree, the Land Reform Team has the following tasks:

1. Conduct a review of land legislation;
2. Conduct a review and assessment of the implementation of policies and legislation related to land reform;
3. Formulate and draft policies and legislative proposals necessary for the implementation of land reform.[3]

After nearly 63 years of the enactment of the National Land Law as stipulated in the Basic Agrarian Law/ Law Number 5 of 1960 (UUPA), the management and utilization of land have not yet aligned with the values of the people and norms of social justice. This is due to the gap between the mandates of the UUPA and its implementation at the normative and empirical levels, as well as changes and developments not accommodated by the UUPA.

The legal system requires long-term planning as a direction and priority for comprehensive development that needs to be carried out gradually to create a just and prosperous society as mandated by the 1945 Constitution of the Republic of Indonesia. The administration of a state of law must build a national legal system aimed at ensuring the integration of the nation and state, both ideologically and territorially, based on the people's agreement whether decided through deliberation and consensus or voting, and the results can be tested for consistency juridically with *rechtsidee*; aimed at realizing general welfare and social justice; aimed at realizing civilized religious tolerance, meaning that it should not privilege or discriminate against certain groups or factions.[4]

Sustainable development is a well-known concept and a focus of many countries worldwide. It encompasses three dimensions: economic, social, and environmental. Sustainable development emphasizes the need to maintain a balance between these dimensions so that development can proceed sustainably without harming the environment and the socio-cultural aspects of society. However, in practice, implementing sustainable development remains a challenge for many countries, including Indonesia.

One sector that is a key focus in the implementation of sustainable development is the land sector. This sector is crucial because it involves the management and utilization of natural resources, which are the foundation of development. Literally, sustainability is defined as the ability to maintain something, whether it is outcomes or processes, over time.[5]

In Indonesia, the land sector plays a very strategic role in development. However, the management and utilization of land resources often do not adhere to the principles of sustainable development. For example, the unplanned conversion of agricultural land into residential and industrial areas, land owned by communities being claimed by irresponsible parties, and land dispute resolutions that tend to disadvantage communities. This can result in the loss of agricultural land, environmental damage, and social injustice.

Based on the above, it is intriguing to study the implementation of land policies to support sustainable development, with the problem formulation being how the implementation of land policies can support sustainable development in Indonesia and what obstacles are faced in implementing land policies to support sustainable development. By formulating these problems, this study aims to provide a clearer picture of how sustainable land policy implementation can become a supporting factor in sustainable development in Indonesia and identify the obstacles and factors that need attention in formulating these policies.

The urgency of the study on the Implementation of Land Policies to Support Sustainable Development lies in the importance of agriculture as the backbone of Indonesia's economic development and how land policies can support sustainable agriculture and overall sustainable development. In a global context, the issue of sustainable development is increasingly important as it aims to maintain a balance between economic growth, social justice, and environmental sustainability. Therefore, appropriate land policies are crucial to ensuring that natural resources, especially land, are well-managed and sustainable to support sustainable economic growth, a healthy environment, and a prosperous society. This study provides insights and recommendations for the government and related stakeholders in formulating and implementing better land policies to support sustainable development in Indonesia.

2 Methodology

This research employs normative legal research or doctrinal legal research methods, which are conducted by referring to legal principles, legal concepts, and legal norms found in legislation[6] and positions law as a normative system.[7] Normative Study: this method involves analyzing various regulations, legal documents, court decisions, and literature related to land banks and land affairs in Indonesia. In a normative study, researchers conduct descriptive and analytical research on legislation and legal documents concerning the implementation of land policies to support sustainable development in Indonesia.

This research is descriptive-analytical, using a legislative approach by examining interrelated regulations. The data collection tools for this research are document studies and literature reviews. The research data consists of secondary data, which includes primary legal materials, secondary legal materials, and tertiary legal materials.[8] The primary legal materials referred to are binding legal documents for this study.[9] Data analysis uses qualitative data analysis. This method is suitable for gaining an in-depth

understanding of social phenomena such as the implementation of land policies to support sustainable development in Indonesia. In qualitative research methods, researchers collect data from various sources, such as interviews, observations, and document analysis, to obtain a comprehensive understanding of the phenomenon. Qualitative research can yield detailed and in-depth descriptions of actual conditions in the field, providing a more complete picture of issues related to the implementation of land policies to support sustainable development. Thus, the qualitative research method is highly relevant for this study.

3 Result and Discussion

3.1 Implementation of Land Policies can Support Sustainable Development in Indonesia

The concept of sustainable development became popular after it was announced by the Bruntland Commission under the leadership of Norwegian Prime Minister Gro Harlem Brundtland who worked from October 1984 to March 1987 and gave birth to the book “Our Common Future” published by the World Commission on Environment and Development (WECD) in 1987.[10]

The principle of sustainable development essentially states that the development of the current generation should not require compromises from future generations, which would result in lower social welfare compared to the current generation. Social welfare here refers to economic welfare, social welfare encompassing health and education, and environmental welfare.[11]

At that moment, it was as if a second revolution in national development occurred, asserting that economic development does not solely damage the environment but rather, economic development and environmental development can synergize with each other. This synergy ensures that true and desired welfare can indeed be achieved. Economic development will lead to an increase in national income, enabling a country to maintain its environment and prevent its degradation. Conversely, a good environmental condition does not deplete development funds but instead supports the life of humans and other living beings.[12]

Quoting the directives of the National Long-Term Development Plan (RPJPN) 2005-2025 as mandated by Law Number 17 of 2007 on the Long-Term Development Plan in the Land Sector, stated in Mission 5, which is to realize more equitable and just development. Several substances related to the land sector include:

- a. Implementing an efficient and effective land management system;
- b. Enforcing laws on land rights by applying principles of justice, transparency, and democracy;
- c. Improving the control, ownership, use, and utilization of land through the formulation of various land reform implementation regulations, so that economically disadvantaged communities can more easily obtain land rights;

- d. Improving the legal system and land law products by inventorying land legislation considering customary community regulations;
- e. Increasing efforts to resolve land disputes.

The substances contained in the long-term development plan above, in line with the statement of Yayat Supriyatna, a land and spatial planning expert, stated that:

“The Draft Land Law is expected to present the state. That way, the state can work in accordance with the rules and regulations. “It can present the state and the state works in it. The state in the Basic Agrarian Law is only a registrar. In other words, it is only limited to administrative recording. Whereas the problem of defense disputes has begun to vary in its mode, a solution must be found to the problems that are increasingly piling up. the absence of laws and regulations that are able to overcome the problem of land disputes has become an increasingly entrenched problem. The state, which should be present, cannot do much. As a result, the Basic Agrarian Law is unable to do justice to the many land disputes. Therefore, it is necessary to make clear and detailed rules so that the issue of land disputes does not become a political interest.”[13]

It should be noted that the Draft Land Law above is not intended to replace the Basic Agrarian Law, but to complement and even strengthen the position of the Basic Agrarian Law itself as a basic land regulation.[14] Land policy is needed because of the background that the concept of agrarian reform has long been discussed and studied, but until now in its implementation it is still unfinished and seems to be abandoned.[15]

Land policy, as a form of public policy in the form of legislation, has been in effect for approximately 48 years. During this period, it has experienced three significant eras: the Old Order regime, the New Order regime, and the Reform Order regime. Despite this, the Basic Agrarian Law (UUPA) has not undergone substantial changes. However, it is acknowledged that during these three eras, the implementation of the UUPA has experienced various changes influenced by differing visions and missions, strategies, policies, and government programs in each regime.[16] Sustainable development is a conscious and planned effort that integrates environmental, social, and economic aspects into development strategies to ensure the integrity of the environment and the safety, capability, welfare, and quality of life for both current and future generations.[17] Sustainable development is carried out to meet the needs of the present without compromising or harming the ability of future generations to meet their own needs.

The land policy discussed in this study refers to sustainable policies aimed at maintaining the availability and sustainability of land and agricultural resources, reducing land conflicts, and preventing environmental damage due to human activities. These policies encompass various aspects, such as land use planning, mapping, land registration, and the monitoring and enforcement of laws against violations of land policies. In terms of land use, sustainable land policies include land use regulations that optimize the utilization of agricultural resources and protect land with important functions for maintaining environmental balance. Mapping and land registration are also crucial parts of sustainable land policies, aimed at ensuring clear land ownership and reducing land conflicts.

Additionally, sustainable land policies include the monitoring and enforcement of laws against violations of land policies. In this regard, the government needs to ensure

that rules related to land use and ownership are properly and fairly implemented, and that strict sanctions are imposed on violators. Generally, sustainable land policies in Indonesia are governed by various laws, such as Law No. 5 of 1960 on Basic Agrarian Principles, Law No. 2 of 2012 on Spatial Planning, and Government Regulation No. 40 of 1996 on Land Ownership Rights. However, efforts are still needed to strengthen the implementation of these policies and to enhance coordination and synergy among relevant parties in their execution.

The implementation of sustainable land policies can contribute to supporting sustainable development in Indonesia through several aspects, including:

1. **Sustainable Natural Resource Management:** Sustainable land policies can ensure the sustainable use of land, reducing environmental damage and improving ecosystem balance. Additionally, these policies can support the sustainable management of natural resources, such as forests and plantations.
2. **Community Empowerment:** Implementing sustainable land policies can strengthen community ownership rights and access to land, enhancing community participation in natural resource management and boosting economic independence.
3. **Sustainable Infrastructure Development:** Sustainable land policies can support the development of sustainable infrastructure, such as environmentally friendly public transportation and green infrastructure that strengthens the ecological functions of cities.
4. **Sustainable Investment:** Sustainable land policies can ensure that investments in the land sector are conducted sustainably, creating jobs and fostering sustainable economic growth.

Through these aspects, the implementation of sustainable land policies can support sustainable development in Indonesia. However, realizing this requires serious attention from the government, communities, and the private sector in developing and effectively implementing sustainable land policies.

3.2 Obstacles Faced in Implementing Land Policies to Support Sustainable Development

Facing the increasing human demand for land while land itself does not increase, the government conducts up-to-date land ownership data collection, primarily for taxation, planning, and monitoring purposes. Additionally, this also provides the community with legal certainty regarding their land rights.[18] Additionally, there are still weaknesses in the aspects of monitoring and law enforcement in the implementation of land policies. This can lead to violations of land policies that negatively impact society and the environment. Therefore, more effective monitoring and law enforcement in the implementation of land policies need to be enhanced. The availability of land for development is crucial as the results of development are aimed at fulfilling and improving the welfare of the people. On the one hand, development requires land; on the other hand, people need land for housing and work. If the interests of both parties are ignored, it can lead to conflicts that may hinder development efforts.[19] The government needs to implement appropriate land policies to address the issue of land scarcity.

In practice, infrastructure development requires land or land acquisition. This becomes a necessity for the government when initiating an infrastructure project for public interest. Land acquisition can be understood as a legal act conducted by the government to obtain land for specific purposes by providing compensation to the landowners (whether individuals or legal entities) according to certain procedures and nominal amounts.[20] The regulations and implementation of this land acquisition are a form of policy issued by the government to ensure that the processes of land acquisition for infrastructure development in the public interest can proceed smoothly.

In its development, sustainable development aims to seek innovative strategies to change institutional structures and policies, as well as behavior from the individual level to the global level.[21] However, in the process, there are always challenges and obstacles encountered in land policies to support sustainable development programs. Here are some of the obstacles faced in implementing land policies to support sustainable development in Indonesia:

1. **Land Ownership Conflicts:** These conflicts often arise from overlapping land rights, improper land use, and unplanned changes in land function.
2. **Inconsistent Policies:** A lack of consistency in policies can hinder the achievement of sustainable development goals and increase uncertainty in the land sector.
3. **Low Public Awareness:** Insufficient public awareness about the importance of sustainable natural resource management can worsen environmental conditions.
4. **Limited Human Resources:** The lack of qualified human resources to effectively implement and enforce land policies poses a significant challenge.
5. **Inadequate Infrastructure:** The absence of proper infrastructure to support land policy implementation can impede progress.
6. **Legal and Institutional Barriers:** Complex and outdated legal frameworks, along with weak institutional structures, can slow down the implementation process.
7. **Coordination Among Stakeholders:** Poor coordination and synergy among government agencies, communities, and the private sector can lead to fragmented efforts.
8. **Financial Constraints:** Limited financial resources to support sustainable land management initiatives can restrict the scope and impact of policies.

Conflict over land ownership poses a barrier to the implementation of land policies supporting sustainable development in Indonesia because such conflicts can hinder the management and utilization of land in line with sustainable development principles. Land ownership conflicts can arise among landowners, indigenous communities, farmers, private entities, government bodies, and other local communities. These conflicts may be triggered by various factors such as inappropriate land use changes, land ownership disputes, or unauthorized land use.

Meanwhile, to achieve economic sustainability, land assets play a very important role in ensuring certainty of place of business as well as legal certainty regarding land rights. The ideal land conditions according to business actors are:

1. Strategic location;
2. Clear land status;
3. A fixed and clear spatial designation;
4. Supporting infrastructure.[22]

In terms of sustainable development, land ownership conflicts can obstruct the development of sustainable regions by causing overlapping land uses that do not align with established spatial plans. Furthermore, land ownership conflicts can have negative impacts on the environment and local communities, leading to decreased land productivity, environmental damage, and investment uncertainty.

Therefore, resolving land ownership conflicts is crucial for the implementation of land policies that support sustainable development. Effective and fair efforts are needed to resolve these conflicts, such as recognizing indigenous rights, providing fair compensation, or offering alternative land uses that meet community needs and sustainable development principles. Policy inconsistency can also hinder the implementation of land policies supporting sustainable development in Indonesia, as it disrupts the stability and consistency of land management. Inconsistent land policies can result in varying regulations and requirements across different regions of Indonesia, even within the same administrative level, leading to legal uncertainties and difficulties in meeting diverse administrative requirements across regions.

Policy inconsistency can trigger land ownership conflicts, especially when spatial planning regulations and land use regulations contradict each other. Inconsistency in policies can cause confusion among communities, hindering active community participation in sustainable land management and utilization. To overcome these barriers, efforts are needed to strengthen coordination among various stakeholders involved in land management, including central and local governments, relevant government agencies responsible for spatial planning and land use, as well as communities and other stakeholders. In aiming for policy consistency, there is also a need to integrate sustainable development perspectives throughout the entire planning and decision-making process in land management.

Lack of public awareness can be an obstacle in implementing land policies to support sustainable development in Indonesia because people are the main users of land and other natural resources related to land. When people do not have an awareness of the importance of sustainable land management and utilization, they tend to utilize these natural resources in an unsustainable manner, for example by cutting down forests illegally, burning land for agriculture, littering, and excessive control of cultivated land, causing conflict.[23] To overcome this obstacle, efforts need to be made to raise public awareness about the importance of sustainable land management and utilization. This can be done through targeted education and campaigns, as well as through active community participation in planning and decision-making processes related to land management. By raising public awareness, it is expected that communities will be more active and responsive to government efforts to promote sustainable development and sustainable land management.

The lack of human resources (HR) can be an obstacle in the implementation of land policies to support sustainable development in Indonesia because the government and related institutions need qualified and trained HR in land and sustainable development

to implement these policies effectively. The lack of the number and quality of available human resources can hamper the government's efforts to formulate, implement and monitor sustainable land policies. This can result in undirected, inconsistent and unsuccessful policies in achieving sustainable development goals. In addition, a lack of human resources trained in land can also slow down the licensing and monitoring process, increasing the risk of conflict and land abuse. To overcome this obstacle, efforts need to be made to improve the quality and quantity of human resources involved in land management and sustainable development. This can be done through training and capacity building programs for workers in land and sustainable development, as well as through adequate education programs for the younger generation who will be involved in this field in the future. By having qualified and trained human resources, it is expected that the government can implement more effective and successful land policies in supporting sustainable development in Indonesia. This improvement will result in high motivation to work.[24]

Lack of facilities and infrastructure can be an obstacle in implementing land policies to support sustainable development in Indonesia as successful and sustainable policies require adequate infrastructure and technological support. For example, a lack of roads, bridges and transportation infrastructure can slow down access to rural areas and hamper government efforts to effectively monitor and supervise land management. Meanwhile, a lack of information and communication technology (ICT) facilities and infrastructure can hamper government efforts to collect, process and disseminate information related to land policy and sustainable development. In this case, the lack of ICT facilities and infrastructure can also slow down licensing and monitoring processes, and increase the risk of conflict and land abuse. In addition, a lack of infrastructure can reduce the effectiveness of sustainable land policies, especially if they require expensive technological support or complex physical infrastructure. For example, forest replanting or degraded land restoration policies require sophisticated and expensive technology and infrastructure to ensure success.

To overcome these barriers, the government needs to prioritize investments in infrastructure and adequate technology development to support sustainable land policies. This includes investments in physical infrastructure and ICT, as well as support for technological innovations that can optimize land management and ensure the success of sustainable land policies. With sufficient facilities and infrastructure in place, it is expected that the government can implement more effective land policies successfully supporting sustainable development in Indonesia.

4 Conclusion

Based on the study above, it can be concluded that the proper implementation of land policies can support sustainable development in Indonesia. Land policies should be supported by clear legal foundations and integrated with national development policies. However, there are several barriers encountered in the implementation of land policies, such as land ownership conflicts, policy inconsistency, lack of public awareness, inadequate human resources, and insufficient infrastructure.

To overcome these barriers, efforts such as improving communication and public participation in policy formulation, enhancing the availability of quality human resources, improving infrastructure, and increasing coordination among relevant institutions in land policy implementation are necessary. In the long term, the proper implementation of land policies can bring significant benefits to sustainable development in Indonesia, such as improving community welfare, reducing poverty, reducing social inequality, and protecting the environment.

Therefore, there is a need for commitment and cooperation from all stakeholders to achieve sustainable development goals in Indonesia.

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