

Dynamics of Land Ownership Rights in the Perspective of Indonesian Agrarian Law in the Perspective of Legal Certainty and Social Justice

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Received: 04-06-2025

Revised: 15-06-2025

Accepted: 19-06-2025

Info Artikel

Abstract

Keywords:

*Land ownership rights,
Agrarian, Agrarian law.*

Kata Kunci:

Hak milik atas tanah,
Agraria, Hukum Agraria

Land ownership rights are the strongest, fullest, and hereditary form of land rights in the Indonesian agrarian law system as regulated in the Basic Agrarian Law (UUPA) Number 5 of 1960. In its development, land ownership rights have experienced various dynamics influenced by legal, social, and economic factors. Changes in land-related regulations, such as the influence of the Job Creation Law and agrarian reform policies, have greatly affected land ownership and use in Indonesia. In addition, various problems such as legal uncertainty, agrarian conflicts, overlapping ownership, and land mafia practices have further complicated land ownership rights. Therefore, this study aims to analyze land ownership rights from the perspective of Indonesian agrarian law, examine the development of regulations related to land ownership, and identify challenges in the protection and implementation of land ownership rights. The analysis uses a normative juridical method with a statute approach and a conceptual approach. The legislative approach examines various regulations governing land ownership rights, including UUPA, Government Regulation Number 24 of 1997 concerning Land Registration, and other land policies. Meanwhile, the conceptual approach is used to understand the basic principles of agrarian law and its relevance in protecting land ownership rights. The research is supported by a literature study of various legal sources, such as academic journals and books related to land law. With this approach, this research is expected to provide a more comprehensive understanding of the dynamics of land ownership rights in the Indonesian agrarian legal system, as well as contribute to more equitable and sustainable land policy development.

Abstrak.

Hak milik atas tanah merupakan bentuk hak atas tanah yang paling kuat, terpenuh, dan turun-temurun dalam sistem hukum agraria Indonesia sebagaimana diatur dalam Undang-Undang Pokok Agraria (UUPA) Nomor 5 Tahun 1960. Dalam perkembangannya, hak milik atas tanah telah mengalami berbagai dinamika yang dipengaruhi oleh faktor hukum, sosial, dan ekonomi. Perubahan regulasi terkait pertanahan, seperti pengaruh Undang-Undang Cipta Kerja dan kebijakan reforma agraria, telah sangat mempengaruhi kepemilikan dan pemanfaatan tanah di Indonesia. Selain itu, berbagai permasalahan seperti ketidakpastian hukum, konflik agraria, tumpang tindih kepemilikan, dan praktik mafia tanah semakin mempersulit hak milik atas tanah. Oleh karena itu, penelitian ini bertujuan untuk menganalisis hak milik atas tanah dari perspektif hukum agraria Indonesia, mengkaji perkembangan regulasi terkait kepemilikan tanah, dan mengidentifikasi tantangan dalam perlindungan dan pelaksanaan hak milik atas tanah. Analisis menggunakan metode yuridis normatif dengan

pendekatan perundang-undangan dan pendekatan konseptual. Pendekatan perundang-undangan mengkaji berbagai regulasi yang mengatur hak milik atas tanah, antara lain UUPA, Peraturan Pemerintah Nomor 24 Tahun 1997 tentang Pendaftaran Tanah, dan kebijakan pertanahan lainnya. Sementara itu, pendekatan konseptual digunakan untuk memahami asas-asas dasar hukum agraria dan relevansinya dalam perlindungan hak milik atas tanah. Penelitian ini didukung oleh kajian pustaka dari berbagai sumber hukum, seperti jurnal akademik dan buku-buku yang terkait dengan hukum pertanahan. Dengan pendekatan ini, penelitian ini diharapkan dapat memberikan pemahaman yang lebih komprehensif tentang dinamika hak milik atas tanah dalam sistem hukum agraria Indonesia, serta berkontribusi pada pengembangan kebijakan pertanahan yang lebih berkeadilan dan berkelanjutan.

A. INTRODUCTION

Land plays a very important role in various aspects of life, both social, economic, and legal. In the social aspect, land is not only a place to live, but also has historical and cultural values inherent in people's lives. Land ownership is often associated with a person's social status in a community, and is part of the identity of individuals and community groups¹. In the economic aspect, land is the main production factor that supports various economic activities, including agriculture, industry, and infrastructure development². The availability and legal certainty of land ownership contribute to investment stability and national development. From a legal perspective, the regulation of land rights is a crucial part of creating legal certainty, preventing disputes, and ensuring justice in the distribution of agrarian resources³. Therefore, legal regulations regarding land, especially land ownership rights, are a fundamental aspect of the Indonesian agrarian legal system.

Land ownership rights are a fundamental aspect of the Indonesian agrarian legal system which has the highest legal standing⁴. As stipulated in Article 20 of the Basic Agrarian Law (UUPA) Number 5 of 1960, land ownership rights are considered hereditary, the strongest, and the most complete rights that can be obtained by a person over a piece of land. This privilege includes full authority to use, utilize, and transfer land to other parties, with certain conditions⁵. Transfer of ownership rights can be carried out in various ways, including through sale, grant, inheritance, or

¹ Supriyono, S. &. (2024). Eksplorasi Filosofis Mengenai Dasar Pembuktian Hak Tanah Dalam Hukum Agraria Indonesia. *Journal of Innovation Research and Knowledge*, 4(4), 2359-2366.

² Djadjuli, D. (2018). Peran pemerintah dalam pembangunan ekonomi daerah. *Dinamika: Jurnal Ilmiah Ilmu Administrasi Negara*, 5(2), 8-21.

³ Bimantara, A. (2024). Politik hukum pertanahan dalam upaya penyelesaian sengketa pertanahan di Indonesia. *Jurnal Cahaya Hukum Nusantara*, 1(1), 1-10.

⁴ Kolopaking, A. (2021). *Penyelundupan Hukum Kepemilikan Hak Milik Atas Tanah di Indonesia*. Bandung: Penerbit PT Alumni.

⁵ Timpua, G. T. (2022). Sertifikat Hak Milik Atas Tanah Bagi Warga Negara Indonesia Berdasarkan Undang-Undang Nomor 5 Tahun 1960 Tentang Peraturan Dasar Pokok-Pokok Agraria. *Lex Crimen*, 11(3).

other forms of transfer of rights, provided that such actions do not violate applicable laws and regulations⁶.

With a clear hierarchy of land rights, restrictions on legal subjects of property rights owners, and acquisition procedures that have been regulated in regulations, the agrarian legal system in Indonesia seeks to create legal certainty in land ownership⁷. However, in practice, there are still many challenges faced in the implementation of land ownership rights, such as agrarian conflicts, land registration problems, and land redistribution policies in the context of agrarian reform. Therefore, the study of land ownership rights in the Indonesian agrarian legal system is important to understand how land policy regulation and implementation can ensure justice, legal certainty, and public welfare.

B. METHOD

The research method in this study uses the normative juridical method, which is an approach that focuses on the analysis of applicable legal norms related to land ownership rights in the Indonesian agrarian legal system. This method is used to study various laws and regulations related to land ownership rights, such as the Basic Agrarian Law (UUPA) Number 5 of 1960, Government Regulation Number 24 of 1997 concerning Land Registration, and other regulations that affect ownership and protection of land rights. In addition, this study also applies a statute approach that aims to understand and interpret various relevant legal provisions in the land context. In addition to the statutory approach, this study also uses a conceptual approach. It is carried out by analyzing the basic concepts in agrarian law, such as land ownership rights, legal certainty, and legal protection for landowners. The conceptual approach assists in understanding how the basic principles of agrarian law are applied in practice and how existing regulations can develop in response to emerging legal challenges. As a supporting analysis, this study also conducted a literature study of various secondary legal sources, such as academic journals, and books related to land ownership rights issues. With the combination of these approaches, this study is expected to provide a comprehensive understanding of the dynamics of land ownership rights in the Indonesian agrarian legal system, as well as contribute to the development of fairer and more sustainable land law policies.

⁶ Patahuddin, M. K. (2023). Pengaturan Terhadap Peralihan Hak Milik Atas Tanah Melalui Jual Beli Tanah Menurut Uu No. 5 Tahun 1960 Tentang Peraturan Dasar Pokok-Pokok Agraria. *Lex Administratum*, 11(1).

⁷ Sari, I. (2020). Hak-hak atas tanah dalam sistem hukum pertanahan di Indonesia menurut Undang-Undang Pokok Agraria (UUPA). *Jurnal Mitra Manajemen*, 9(1).

C. RESULT and DISCUSSION

C.1 Position and Characteristics of Land Ownership Rights in the Indonesian Agrarian Legal System

Land ownership rights have the highest position in the hierarchy of land rights in Indonesia. Based on Article 20 of the Basic Agrarian Law (UUPA) Number 5 of 1960, ownership rights are hereditary, strongest, and most complete land rights that can be owned by individuals or certain legal entities. In the hierarchy of land rights regulated in the UUPA, ownership rights occupy the highest position compared to other rights such as Cultivation Rights (HGU), Building Rights (HGB), and Usage Rights, because these rights do not have a specific time limit and give full authority to their holders, as long as their use does not conflict with the public interest and applicable legal provisions⁸. In addition, land ownership rights are also recognized in Article 4 of the UUPA, which states that land rights give the owner the authority to use, utilize, and take the proceeds from the land owned. However, this right must still pay attention to the social function of the land as regulated in Article 6 of the UUPA.

Legal subjects who can obtain land rights in Indonesia are limited to Indonesian citizens and certain legal entities determined by the government. Article 21 paragraph (1) of the UUPA expressly states that only Indonesian citizens can have land rights, while legal entities can only obtain land rights if they have met the criteria set by the government through statutory regulations⁹. In addition, Article 26 of the UUPA prohibits the transfer of land ownership rights to foreign citizens. In the event of a transfer of ownership rights to a party who does not meet the requirements as an owner, the land must be transferred to another entitled party within a maximum period of one year. If the transfer of ownership rights is not carried out, the land will be controlled by the state¹⁰.

Regarding the procedure for obtaining land ownership rights in Indonesia, it can be done in several ways, as regulated in Government Regulation (PP) Number 24 of 1997 concerning Land Registration. Ownership rights can be obtained through purchase, grant, inheritance, exchange, or granting of rights by the state¹¹. In the case of state land,

⁸ Manoppo, R. A. (2021). *Kajian Yuridis Sertifikat Tanah Sebagai Jaminan Dalam Perjanjian Kredit*. Lex Privatum, 9(3).

⁹ Rejekiingsih, T. (2016). Asas fungsi sosial hak atas tanah pada negara hukum (suatu tinjauan dari teori, yuridis dan penerapannya di indonesia). *Yustisia*, 5(2), 298-325.

¹⁰ Permatadani, E. &. (2021). Kepemilikan Tanah Bagi Warga Negara Asing Ditinjau Dari Hukum Tanah Indonesia. *Khatulistiwa Law Review*, 2(2), 348-358.

¹¹ Abraham, R. (2017). *Kajian Yuridis Peralihan Hak Milik Atas Tanah Dalam Perspektif Hukum Islam*. Lex Privatu

ownership rights can be granted through a decision to grant rights by the government based on the provisions stipulated in the Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency (ATR/BPN)¹². To obtain ownership rights to land, applicants must register their land with the local land office by attaching the necessary documents, such as proof of land acquisition, applicant identity, and other supporting documents. After measuring and checking the land status, the land office will issue a certificate of ownership as proof of legal ownership¹³. This land registration is mandatory to provide legal certainty as stipulated in Article 19 of the UUPA and Article 23 of the UUPA which states that ownership rights to land must be registered to obtain strong legal protection.

C.2 Legal Problems and Regulatory Challenges in Regulating Land Ownership Rights in Indonesia

Protection and recognition of land ownership rights are fundamental aspects of the Indonesian agrarian legal system. One of the main instruments in ensuring legal certainty of land ownership rights is land certification. Land certificates function as valid proof of ownership and provide legal protection to owners from potential disputes or claims by other parties¹⁴. Based on Article 19 of the Basic Agrarian Law (UUPA) Number 5 of 1960, the government is obliged to conduct land registration to ensure legal certainty of land rights owned by the community. Land certificates issued by the National Land Agency (BPN) have a strong legal force and are the legal basis for land transactions such as buying and selling, grants, or inheritances. Without certification, landowners are at risk of experiencing difficulties in proving their ownership rights if a dispute occurs¹⁵.

The land registration mechanism is regulated in more detail in Government Regulation (PP) Number 24 of 1997 concerning Land Registration. Article 1 of the PP stipulates that land registration aims to provide legal certainty and protection for land rights holders. Land registration can be done in two main ways, namely systematic land registration and sporadic land registration. Systematic land registration is land registration simultaneously in a certain area as part of a government program. Meanwhile, sporadic land registration is registration upon request for individual registration from the land

¹² Ardani, M. N. (2019). Tantangan pelaksanaan kegiatan Pendaftaran Tanah Sistematis Lengkap dalam rangka mewujudkan pemberian kepastian hukum. *Gema Keadilan*, 6(3), 268-286.

¹³ Pansariang, J. S. (2014). Proses dan syarat untuk memperoleh hak milik atas tanah di Indonesia. *Lex Privatum*, 2(3).

¹⁴ Rajab, R. A. (2020). Sertifikat Hak Atas Tanah Dalam Kepastian Hukum Pendaftaran Tanah. *Notarius*, 13(2), 642-654.

¹⁵ Atikah, N. (2022). Kedudukan Surat Keterangan Tanah sebagai Bukti Kepemilikan Hak Atas Tanah dalam Sistem Hukum Pertanahan Indonesia. *Notary Law Journal*, 1(3), 263-289.

owner. The land registration process consists of several stages, namely the collection and examination of ownership documents, measurement of land plots by BPN officers, announcement of physical data and legal data, and issuance of land title certificates.

Furthermore, Article 23 of the UUPA emphasizes the importance of registering every transfer of land ownership rights to provide legal certainty for new owners¹⁶. However, in practice, various disputes related to land ownership rights still often occur due to overlapping ownership, falsification of certificates, and land administration problems¹⁷. To resolve land ownership rights disputes, there are several legal mechanisms that can be taken by statutory provisions. First, settlement through mediation facilitated by the National Land Agency (BPN) or the local government to find a solution that benefits both parties¹⁸. Second, settlement through administrative channels by filing an objection to the BPN if there is an error in issuing the certificate. Third, settlement through the courts, either at the State Administrative Court (PTUN) if it concerns administrative land disputes, or at the District Court if it concerns civil disputes regarding land ownership. In certain cases, settlement can also be carried out through the Constitutional Court if the dispute relates to the constitutionality of land regulations¹⁹.

The next challenge is the impact of land conversion on land ownership status. The increasing demand for land for infrastructure, industrial, and residential development often causes major changes in land use patterns. Many agricultural lands are converted into residential or commercial areas, which may not be accompanied by changes in the legal status of the land. As a result, landowners face legal uncertainty regarding their ownership rights, especially when land is taken over by the government or private entities for development purposes. Furthermore, uncontrolled land conversion can exacerbate land inequality, where productive land is controlled by several agencies, while small communities lose access to land that they previously used²⁰.

¹⁶ Kaunang, M. C. (2016). Proses Pelaksanaan Pendaftaran Tanah Menurut Peraturan Pemerintah Nomor 24 Tahun 1997. *Lex Crimen*, 5(4).

¹⁷ Luvianti, T. &. (2023). Perlindungan Hukum Bagi Pemilik Tanah yang Tumpang Tindih (Overlapping) Kepemilikan (Studi Putusan Mahkamah Agung Nomor 221 PK/PDT/2014). *UNES Law Review*, 6(2), 5076-5083.

¹⁸ Kurniati, N. (2016). "MEDIASI-ARBITRASE" UNTUK PENYELESAIAN SENGKETA TANAH. *Sosiohumaniora*, 18(3), 197-207.

¹⁹ Sukmawati, P. D. (2022). Hukum Agraria Dalam Penyelesaian Sengketa Tanah Di Indonesia. *Jurnal Ilmu Hukum Sui Generis*, 2(2), 89-102.

²⁰ Pewista, I. &. (2013). Faktor dan pengaruh alih fungsi lahan pertanian terhadap kondisi sosial ekonomi penduduk di kabupaten bantul. kasus daerah perkotaan, pinggiran dan pedesaan Tahun 2001-2010. *Jurnal Bumi Indonesia*, 2(2), 78219.

The problem of land mafia and the legality of land ownership is also a serious challenge in regulating land ownership rights. The land mafia operates by falsifying land documents, exploiting legal loopholes, and colluding with individuals in land institutions to obtain land certificates illegally. This not only harms the legitimate land owners but also weakens public trust in the land law system in Indonesia. Many cases show that victims of land mafia often have difficulty regaining their property rights even though they have gone through legal channels, due to power games and weak law enforcement²¹. To overcome this problem, reforms are needed in a more transparent land system, strengthening law enforcement against land crimes, and increasing public awareness of the matter of legality in land ownership.

Optimizing the government's role in resolving land disputes is necessary to protect land ownership rights. The government, through the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN), must strengthen the land administration system to be more transparent and accurate in recording land ownership. One strategic step that can be taken is to accelerate the complete systematic land registration program (PTSL) to minimize cases of overlapping ownership. In addition, the government also needs to improve the mediation mechanism in resolving land disputes to reduce dependence on the litigation process which is often time-consuming and expensive. Supervision of the land mafia must also be tightened with cross-sectoral cooperation between law enforcement officers, BPN, and other related institutions to take firm action against the practice of falsifying certificates and abuse of authority in land administration²².

On the other hand, the need for agrarian law reform is urgent in increasing legal certainty for land ownership rights owners. The Basic Agrarian Law (UUPA) Number 5 of 1960, although it is the main basis for land law in Indonesia, is no longer fully able to accommodate the complexity of current agrarian problems. Therefore, it is necessary to revise or establish new regulations that are more adaptive to social, and economic dynamics, and technological developments, including the digitalization of the land system to minimize the practice of manipulating ownership documents. In addition, regulations related to land conversion and land redistribution also need to be clarified so as not to cause uncertainty for

²¹ Permadi, I. (2024). Kejahatan Mafia Tanah sebagai Ancaman Penguasaan Tanah yang Berkepastian Hukum. *Perspektif Hukum*, 1-25.

²² Nathania, N. R. (2024). Solusi Mengatasi Krisis Tanah Dan Pentingnya Pendaftaran Tanah Di Indonesia Dalam Mewujudkan Kepastian Hukum. *Management, Economics, Trade, and Accounting Journal (META-JOURNAL)*, 2(2), 45-52.

landowners or investors²³. With stronger policies and an updated legal system, land ownership rights can be further protected, creating justice in land distribution, and supporting sustainable national development.

D. CONCLUSION

Land ownership rights play a crucial role in the Indonesian agrarian legal system as the strongest and most complete form of land rights. The dynamics of land ownership rights regulations continue to develop along with the need for legal certainty, protection of ownership rights, and equitable land management. Existing regulations, such as the Basic Agrarian Law (UUPA) Number 5 of 1960 and Government Regulation Number 24 of 1997 concerning Land Registration, aim to ensure legal certainty in land ownership through certification and a transparent registration system. However, in practice, there are still many challenges faced, including agrarian conflicts due to overlapping ownership, the impact of land conversion on ownership status, and the rampant land mafia that illegally manipulates ownership documents. Therefore, it is necessary to strengthen the land administration system, more effective law enforcement, and agrarian policy reform so that land ownership rights can provide maximum benefits to their owners and support sustainable development.

Changes in regulations related to land ownership rights have significant legal implications for society and the government. Policies that are less transparent or do not support the public interest can create legal uncertainty and increase the potential for agrarian disputes. Therefore, any revision or update of regulations must be implemented by considering the balance between individual rights, social interests, and the principle of justice in land distribution. The government needs to ensure that every policy implemented can strengthen legal protection for landowners, reduce the practice of misuse of property rights, and prevent irresponsible land exploitation. With more adaptive regulations, strict supervision, and a transparent legal system, land ownership rights can continue to be a legal instrument that supports certainty and justice in the management of agrarian resources in Indonesia.

²³ Trisno, N. B. (2025). Urgensi Pembaharuan Undang-Undang Nomor 5 Tahun 1960 tentang Peraturan Dasar Pokok-Pokok Agraria. *Al Qodiri: Jurnal Pendidikan, Sosial Dan Keagamaan*, 22(3), 319-327.

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