

Sporadic Non-Agricultural Registration: Legal Analysis of Legal Certainty and Protection of Land Rights

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Article Info

Article history:

Received 19 Sep, 2025

Revised 18 Nov, 2025

Accepted 25 Dec, 2026

Keywords:

Sporadic Registration, Land Registration, Legal Certainty, Protection Of Land Rights, Land Administration

ABSTRACT

Land registration is a fundamental instrument in Indonesia's agrarian legal system, aimed at ensuring legal certainty and providing legal protection for land rights holders. In practice, land registration is not entirely conducted through systematic land registration programs but also through sporadic registration, particularly for non-agricultural land that has not yet been covered by government programs. Sporadic registration of non-agricultural land often gives rise to various legal issues, including the evidentiary strength of certificates, the accuracy of physical and juridical data, and the level of legal protection received by land rights holders. These conditions potentially lead to land disputes due to the weak guarantee of legal certainty in a registration system that still adheres to the principle of negative publication. This study aims to analyze, from a legal perspective, how sporadic registration of non-agricultural land contributes to legal certainty and the protection of land rights, as well as to identify normative and implementation challenges arising in land administration practice. The research employs a normative juridical method with statutory and conceptual approaches, supported by a literature review of agrarian regulations, legal doctrines, and previous research findings. The results indicate that sporadic land registration plays a strategic role in providing legal recognition of non-agricultural land rights; however, it has not fully guaranteed optimal legal certainty and protection. Therefore, strengthening data verification systems, improving the quality of land administration, and updating land registration policies are necessary to minimize the potential for disputes and enhance legal protection for land rights holders.

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INTRODUCTION

Land is a strategic resource with multidimensional value, encompassing social, economic, political, and legal aspects. In the context of Indonesian society, land functions not only as a place of residence and a means of production but also as a symbol of identity, livelihood continuity, and a guarantee of welfare for its owners (Zulfikar & Djabur, 2023). Therefore, the regulation and management of land remain fundamental issues that receive serious attention from the state. The Constitution of the Republic of Indonesia, through Article 33 paragraph (3) of the 1945 Constitution, stipulates that the earth, water, and natural resources contained therein are controlled by the state and utilized for the greatest prosperity of the people. This provision serves as the philosophical foundation for the establishment of the national agrarian legal system, one of whose primary instruments is land registration (Santoso, 2019).

In line with the constitutional mandate, Law Number 5 of 1960 concerning the Basic Agrarian Principles (UUPA) comprehensively regulates the legal relationships between humans and land. One of the main objectives of the UUPA is to create legal certainty for land rights holders through the implementation of land registration across Indonesia (Sutaryono et al., 2020). Land registration aims to guarantee certainty regarding the subject of rights, the object of rights, and the type of rights attached to a plot of land. Through

land registration, it is expected that an orderly land administration can be established to prevent disputes, provide legal protection for rights holders, and support sustainable national development (Kumara et al., 2021).

In practice, land registration in Indonesia is carried out through two main mechanisms: systematic registration and sporadic registration. Systematic registration is conducted on a mass and planned basis by the government within a specific area, while sporadic registration is implemented upon individual application by the rights holder for a particular plot of land. Sporadic registration is generally applied to land that has not yet been registered and is not covered by the systematic registration program. In practice, this mechanism is often used to register non-agricultural land, such as residential land, yards, and land utilized for non-agrarian business activities (Sutedi, 2023).

Although sporadic land registration plays an important role in providing legal access to land rights for the community, especially for non-agricultural land, this mechanism is not free from legal issues. One of the main problems frequently encountered is related to the legal certainty of certificates issued through sporadic registration. This is because the land registration system in Indonesia still adheres to a negative publication system with positive elements, whereby the state does not fully guarantee the material accuracy of the data listed in the certificate (Susilowati et al., 2020). As a result, land certificates that have been issued remain vulnerable to claims by other parties who assert ownership rights over the land.

Legal certainty issues become increasingly complex when associated with the sporadic registration of non-agricultural land. In many cases, non-agricultural land registered sporadically has a long history of occupation and utilization but is not always supported by complete written evidence. Physical possession evidence often consists only of statements from village officials or recognition by the local community. This situation creates legal vulnerability because the evidentiary strength of such documents can be questioned in the event of a dispute. On the other hand, land authorities also face limitations in conducting thorough verification of the juridical and physical data submitted in sporadic registration.

In addition to issues of legal certainty, sporadic registration of non-agricultural land also faces challenges in providing legal protection for rights holders. Land certificates, as the final product of the registration process, should provide strong legal protection for owners. However, in practice, certificates issued through sporadic registration do not always effectively protect rights holders. Land disputes still frequently occur, including overlapping certificates, unilateral claims, or court litigation. This indicates that the protective function of land registration has not yet fully functioned, particularly in the context of sporadic registration (Rajab et al., 2020).

These conditions are further exacerbated by increasingly complex social and economic dynamics. Urbanization, the growing demand for land for housing and economic activities, and the high economic value of non-agricultural land encourage competition for land ownership (Lubis et al., 2024). In such situations, land without legal certainty becomes highly susceptible to conflict. Sporadic land registration is often used as a quick solution to obtain certificates, but without a strong verification system, it may generate new legal problems in the future.

From the perspective of administrative law, land registration is a form of government action with direct legal consequences for the rights and obligations of citizens. Therefore, every land registration process must be carried out with principles of caution, accountability, and legal certainty (Susilowati et al., 2020). Sporadic registration of non-agricultural land should not be viewed merely as an administrative procedure but as a legal instrument that determines ownership status and protection of land rights. If this process is not conducted carefully, the main objectives of land registration as mandated in the UUPA are difficult to achieve.

In this context, a juridical study of sporadic registration of non-agricultural land becomes both important and relevant. Legal analysis is needed to assess the extent to which the existing regulatory framework can guarantee legal certainty and protection of land rights. Additionally, this study is important for identifying normative and implementation weaknesses in the land registration system, particularly concerning sporadic registration (Muljono, 2016).

This study focuses on a juridical analysis of legal certainty and the protection of land rights in sporadic registration of non-agricultural land. This focus is chosen because non-agricultural land has characteristics and issues distinct from agricultural land in terms of utilization, economic value, and potential disputes (Murni, 2020). Moreover, sporadic registration, as an individual-based mechanism, requires special attention to avoid disparities in legal protection between systematically registered land and sporadically registered land.

Based on the above, this study aims to analyze in depth the aspects of legal certainty in sporadic registration of non-agricultural land, examine the forms of legal protection provided to land rights holders, and explore the juridical implications of the current land registration system. This research is also expected to provide conceptual recommendations for improving the land registration system, particularly in order to enhance legal certainty and protection for non-agricultural land owners. Thus, the study of sporadic non-agricultural land registration holds not only academic relevance but also practical urgency in supporting orderly land administration and resolving agrarian issues in Indonesia.

RESEARCH METHODOLOGY

This study employs a normative juridical research method, which focuses on the study of applicable positive legal norms, legal principles, as well as doctrines and opinions of legal experts (Saebani, 2023). This approach was chosen because the study aims to analyze the aspects of legal certainty and protection of land rights in sporadic registration of non-agricultural land, which are substantively related to statutory provisions and the concepts of the national agrarian law. Normative juridical research enables the researcher to examine the conformity between the applicable legal norms and the objectives of land registration as mandated in the Basic Agrarian Law.

The approaches used in this study include the statute approach and the conceptual approach. The statute approach involves examining various regulations directly related to land registration, such as Law Number 5 of 1960 concerning the Basic Agrarian Principles (UUPA), Government Regulation Number 24 of 1997 concerning Land Registration, and other relevant implementing regulations. Through this approach, the study seeks to understand the normative structure, legal principles, and legal policies underlying the implementation of sporadic land registration. Meanwhile, the conceptual approach is used to analyze legal concepts such as legal certainty, legal protection, and the land registration publication system as developed in doctrines and agrarian legal literature.

The type and sources of data used in this study are secondary data, consisting of primary, secondary, and tertiary legal materials. Primary legal materials include statutory regulations related to land registration and land rights. Secondary legal materials comprise agrarian law textbooks, accredited national journal articles, previous research findings, and opinions of experts relevant to the research topic. Tertiary legal materials consist of legal dictionaries, encyclopedias, and other supporting sources used to clarify specific legal terms and concepts.

Data collection was conducted through library research, by tracing and reviewing relevant legal literature. This library research aims to obtain a comprehensive understanding of the regulation of sporadic registration of non-agricultural land, as well as the dynamics of its practical implementation. Literature review was carried out systematically, considering the interconnections between statutory regulations, legal doctrines, and previous research findings, in order to gain a complete picture of the issues under study.

The analysis of legal materials in this study is conducted qualitatively, using legal reasoning. The collected materials are analyzed through interpretation and legal systematization to identify the relationships between different legal norms. This analysis also examines the conformity between the normative provisions of sporadic land registration and its legal objectives, namely legal certainty and protection of land rights. The results of the analysis are then presented in a descriptive-analytical manner, which involves presenting relevant legal facts and norms, followed by analysis to answer the research questions.

DISCUSSION

The Concept of Sporadic Land Registration and the Agrarian Legal Basis

Sporadic land registration is a form of land registration carried out on the initiative and request of individual land rights holders for specific plots of land that have not yet been registered and are not included in the systematic land registration program. This type of registration is partial and not conducted en masse within an administrative area but is based on the legal needs of the applicant regarding the land under their control (Sibuea, 2016). In practice, sporadic registration in Indonesia is widely applied to non-agricultural land, such as residential plots, yards, and land used for non-agrarian business activities, which have not yet been covered by the government's systematic registration program.

Normatively, sporadic land registration has a strong legal basis within the national agrarian legal system. Law Number 5 of 1960 concerning the Basic Agrarian Principles (UUPA) explicitly mandates the implementation of land registration across Indonesia, as stated in Article 19 of the UUPA. This provision affirms that the state is obliged to organize land registration to ensure legal certainty for land rights holders. The UUPA mandate is further operationalized through Government Regulation Number 24 of 1997 concerning Land Registration, which differentiates the registration mechanisms into systematic and sporadic registration (Yustini, 2022).

Under Government Regulation Number 24 of 1997, sporadic land registration is recognized as a legitimate legal instrument, equal in status to systematic registration, in granting legal recognition of land rights. Nevertheless, sporadic registration has distinct characteristics, particularly in terms of evidentiary requirements and data verification processes. It heavily depends on the completeness of juridical documents submitted by the applicant, such as land statements, acquisition deeds, and evidence of physical possession acknowledged by the surrounding social environment (Handayani, 2019). Therefore, the quality of sporadic registration outcomes is largely determined by the administrative diligence and caution exercised by land officials during data examination.

In the context of non-agricultural land, sporadic registration functions as a formal mechanism to incorporate plots of land into the national land administration system. Through this registration, land that was previously controlled only factually or based on informal evidence obtains juridical recognition in the form of

a land rights certificate. The certificate serves as strong evidence of ownership rights, as stipulated in Article 32 of Government Regulation Number 24 of 1997, although it is not absolute, since Indonesia's land registration system still adheres to a negative publication system with positive elements.

However, the effectiveness of sporadic land registration in ensuring legal certainty is not without normative and practical challenges. One of the main challenges is the limited standard of verification for juridical and physical data in sporadic registration compared to systematic registration. In many cases, the examination of land possession history relies on statements from village officials and local witnesses, which have limited evidentiary weight under the law if not supported by sufficient written documentation. This condition introduces potential weaknesses in the legal strength of certificates issued through sporadic registration.

Additionally, sporadic registration places a greater burden of proof on the rights applicant. Applicants are required not only to demonstrate actual and continuous physical possession of the land but also to prove that the land is free from disputes and does not violate spatial planning regulations. If this process is not conducted carefully, sporadic registration may, in fact, give rise to new disputes in the future, particularly in cases of overlapping rights on non-agricultural land with high economic value.

Legal Certainty in Land Registration: The Negative Publication System and Its Challenges

Legal certainty is the primary objective of land registration as mandated in Article 19 of the Basic Agrarian Law (UUPA). However, achieving this objective is heavily influenced by the publication system adopted in land registration. The negative publication system used in Indonesia's land registration treats the certificate as strong evidence of ownership rights, but it is not absolute. The state does not fully guarantee the material accuracy of the physical and juridical data listed in the certificate; rather, it only ensures that the registration process has been conducted in accordance with the applicable administrative procedures (Apriani & Bur, 2021).

Under the negative publication system, a land certificate can be annulled or revoked if there is evidence of legal defects in the acquisition of rights or errors in the recording of data. This creates an opportunity for other parties to file claims or lawsuits on certified land, provided that they can prove the existence of a superior right. The juridical consequence of this system is the absence of absolute ownership guarantees, rendering legal certainty for certificate holders relative and conditional (Masri, 2023). This differs from a positive publication system, in which the state fully guarantees the accuracy of data listed in the certificate and protects rights holders from claims by other parties.

The application of the negative publication system in sporadic registration of non-agricultural land presents even more complex challenges. Sporadic registration heavily relies on the applicant's statements, evidence of physical possession, and supporting documents that are often informal or limited. In many cases, proof of ownership of non-agricultural land consists only of statements from the village head or local officials, evidence of physical control, and testimony from the surrounding community. Such evidence has relatively weak probative value when confronted with legal disputes in court.

Moreover, the verification process in sporadic registration tends to be administrative and limited, both in terms of time and resources available to land officials. Physical measurement of the land is often conducted without thorough investigation of its historical ownership, while the examination of juridical data focuses primarily on the completeness of documents submitted by the applicant. Consequently, the information recorded in the certificate may not fully reflect the actual legal and physical conditions of the land in the field. This increases the potential for overlapping rights, unilateral claims, and agrarian conflicts in the future.

In terms of legal certainty, these conditions indicate a gap between the normative objectives of land registration and its practical implementation. A land certificate, which is supposed to provide security and legal protection, may instead become a source of uncertainty if it can be easily contested or revoked. This situation is particularly disadvantageous for non-agricultural land rights holders who have acted in good faith by registering their land sporadically to obtain legal recognition. The uncertainty also has economic implications, as land with weak legal status is difficult to use as collateral or a long-term investment asset.

Therefore, academics have urged the need for reforming the land registration publication system in a more affirmative direction. Such reform does not necessarily require a total replacement of the negative publication system but can be achieved by strengthening the positive elements within the existing system. One measure is to improve the quality of verification of physical and juridical data prior to the issuance of certificates, particularly in sporadic registration of non-agricultural land. The state should reinforce the role of land officials in conducting field inspections, tracing land ownership history, and validating proof of ownership more comprehensively.

Legal Protection for Rights Holders of Sporadically Registered Land

Legal protection for land rights holders whose land has been registered is one of the primary objectives of the national land registration system. Land certificates issued through the registration process should function as strong evidence of ownership and provide a sense of security for the owner against potential

claims or disputes from other parties. Within this framework, the state is obligated to ensure that every registered land right receives proportional and effective legal protection. However, in practice, land registration conducted sporadically particularly for non-agricultural land still faces various issues that undermine the legal protection afforded to rights holders (Ramadhani, 2021).

One of the main problems lies in the limitations of the verification process for juridical and physical data in sporadic registration. Unlike systematic registration, which is conducted en masse and coordinated with multiple parties and stages of public announcement, sporadic registration relies more heavily on the initiative of individual applicants and the completeness of the documents submitted. This often results in data that is not optimally verified, including the history of land possession, boundary delineation, and the potential for overlapping claims by other parties. Consequently, the certificates issued do not fully reflect the actual legal and factual conditions on the ground.

Beyond administrative factors, the legal protection of rights holders is also influenced by the nature of the negative publication system adopted in Indonesia's land registration. Under this system, certificates are recognized as strong evidence but are not absolute and may still be contested if other evidence demonstrates the invalidity of the data contained therein. This places holders of certificates obtained through sporadic registration in a relatively vulnerable position, as the burden of proof may shift to the rights owner if disputes arise in the future (Mastur & Soleh, 2022).

These conditions indicate that legal protection in sporadic registration remains largely reactive rather than preventive, relying on dispute resolution mechanisms in court. Ideally, legal protection in the land sector should prevent conflicts from arising from the outset through a registration process that is transparent, accurate, and accountable. The imperfection of this protection system has the potential to undermine public confidence in land certificates as a guarantee of legal certainty.

Legal Implications and Recommendations for Reforming the Land Registration System

The implementation of sporadic land registration has significant legal implications for legal certainty and the protection of land rights, particularly regarding non-agricultural land. On one hand, this mechanism provides the public with legal access to obtain formal recognition of land that has previously only been possessed factually without strong juridical evidence. Certificates resulting from sporadic registration can serve as valid proof of ownership and form the basis for legal acts, such as transferring rights, encumbering the land with mortgages, or protecting possession against other parties (Nurahmani & Rismansyah, 2020).

However, on the other hand, the practice of sporadic registration also contains potential legal problems that are quite complex. Incomplete physical data, such as unclear land boundaries, along with weak juridical verification of the land possession history, often result in certificates that do not fully reflect the factual conditions on the ground. Within the context of Indonesia's negative publication system, this situation opens opportunities for land disputes, as certificates are not absolute and can still be contested by parties who claim ownership of the same land.

Another legal implication is the emergence of long-term legal uncertainty for sporadic certificate holders. Certificates, which should serve as a guarantee of legal certainty, may instead become sources of conflict if the data contained therein is questioned. This situation indicates that sporadic registration has not fully functioned as a preventive instrument to avoid land disputes but remains largely reactive, relying on dispute resolution in court. As a result, the primary objective of land registration, as mandated in Article 19 of the Basic Agrarian Law, namely ensuring legal certainty and protection of rights, has not been fully achieved.

Given these conditions, reforming the land registration system becomes an urgent necessity. One primary recommendation is to improve the land registration publication system to provide stronger guarantees regarding the accuracy of physical and juridical data. Strengthening the publication system can be achieved by enhancing the quality of land data announcements, involving the community in the verification process, and clarifying the state's responsibility for the registered data (Sidabutar, 2024).

In addition, digitalization of the land registration system and national integration of land data are strategic steps to minimize the potential for disputes. The use of information technology enables more accurate, transparent, and easily accessible storage and updating of land data for all relevant stakeholders. Data integration among land offices, local governments, and other related institutions can improve the consistency of information and prevent overlapping land rights.

Beyond technological aspects, enhancing the capacity and professionalism of land officials is also a key factor in land registration reform. Officials with adequate juridical and technical competence can conduct data verification more thoroughly and objectively, ensuring that issued certificates accurately reflect both the legal and factual conditions of the land. With a combination of publication system reform, digitalization, and institutional strengthening, sporadic land registration is expected to provide greater legal certainty and more effective protection of rights for non-agricultural landowners.

CONCLUSION

Based on a juridical study of sporadic registration of non-agricultural land, several key conclusions can be drawn. Sporadic registration serves as an important mechanism to provide legal recognition and formal acknowledgment of land rights that were previously only held factually. This mechanism aligns with the mandate of Law No. 5 of 1960 on the Basic Agrarian Principles and Government Regulation No. 24 of 1997, which stipulate the state's obligation to administer land registration to enhance legal certainty for rights holders. Sporadic registration is particularly beneficial for non-agricultural land that has not yet been included in systematic registration programs.

Legal certainty in sporadic registration still faces significant challenges. The negative publication system applied in Indonesia provides administrative guarantees but does not ensure the material accuracy of land data. As a result, certificates obtained through sporadic registration are vulnerable to third-party claims, especially when the juridical and physical data of the land have not been thoroughly verified. This places rights holders in a relatively vulnerable position, meaning that the legal certainty expected from land registration has not yet been fully achieved.

Legal protection for rights holders of sporadically registered land is also suboptimal. Weak verification procedures, limited supporting documentation, and the characteristics of the negative publication system result in certificates that do not always prevent disputes or effectively protect owners' rights. Consequently, sporadic land certificates function more as administrative tools rather than preventive instruments against land conflicts.

Reforming the land registration system is a strategic step to strengthen legal certainty and the protection of rights. Recommended reforms include improving the publication system, strengthening the verification of juridical and physical data, digitalizing land data, integrating national databases, and enhancing the capacity of land officials. With these reforms, sporadic land registration can become a more effective and equitable legal instrument, supporting orderly land administration and preventing future disputes.

Overall, sporadic registration of non-agricultural land has substantial potential to provide legal certainty and protect land rights. However, its effectiveness depends heavily on the quality of registration procedures, the reliability of the publication system, and the institutional capacity of land authorities. Therefore, comprehensive system improvements are essential to ensure that the primary objectives of land registration legal certainty and protection of land rights are fully realized.

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