PalArch's Journal of Archaeology of Egypt / Egyptology

REGULATION OF STATE LAND REGISTRATION FROM LAND PROCUREMENT FOR DEVELOPMENT FOR PUBLIC INTEREST IN INDONESIA

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Musriadi, Yuliandri, Kurnia Warman, Yuslim. REGULATION OF STATE LAND REGISTRATION FROM LAND PROCUREMENT FOR DEVELOPMENT FOR PUBLIC INTEREST IN INDONESIA--Palarch's Journal Of Archaeology Of Egypt/Egyptology 17(7), 14522-14532. ISSN 1567-214x

Keywords: regulation, state land registration and land acquisition.

ABSTRACT

State land originating from land acquisition, some are registered and some do not register with the local Regency/City Land Office. Allegedly, this is due to the different arrangements for land registration from one legal regime to the next and subject to the conception of state registration arrangements between the land law regime and the state treasury legal regime. The objectives of this study are 1) to determine the development of state land registration originating from land acquisition for development for the public interest in the context of realizing an orderly land administration in Indonesia, 2) to determine the conception of state land registration originating from land acquisition for development in the public interest. The research method used is the normative legal method. The results show that: 1) the development of state land registration originating from land acquisition for development for the public interest, before Law Number 2 of 2012, does not require land registration; after Law Number 2 of 2012, Article 50 of Law no. 2 of 2012 explicitly requires the inclusion of land, 2) there is a registration of the conception of public domein registration and a private domein between the land law regime and the state treasury law regime.

1. INTRODUCTION

Land registration aims to provide legal certainty, known as rechts cadaster/legal cadaster. The guarantee of legal certainty that is intended to be manifested in this land registration includes certainty of the status of the rights

being registered, the certainty of the subject of rights, and certainty of objects of rights. This land registration produces a certificate as a strong proof of rights. The administration of land registration throughout the territory of the Republic of Indonesia is an obligation for the Government, as referred to in Article 19 of Law Number 5 of 1960 concerning Basic Agrarian Principles (hereinafter abbreviated as UUPA), namely:(1) To guarantee legal certainty by the government, land registration is held throughout the territory of the Republic of Indonesia according to the provisions stipulated in a Government Regulation; (2) The registration mentioned in paragraph 1 of this article includes a. Land measurement, mapping, and bookkeeping.b. Registration of land rights and transfer of these rights, andc. Giving letters of proof of rights, which act as a strong means of a proof; (3) Land registration shall be carried out keeping in mind the condition of the state and society, the needs of socio-economic traffic, and the possibility of its implementation, according to the considerations of the Minister of Agrarian Affairs; (4) In a Government Regulation the fees related to the registration as meant in paragraph 1 above are regulated, provided that the people who cannot afford to be exempted from paying these fees.

From the aspect of its scope, the land which becomes the object of land registration needs to be understood from 2 (two) things, namely: First, that the definition of land must refer to Article 4 paragraph (1) of the LoGA, namely "the surface of the earth" which covers the entire surface of the earth. in the territory of the Republic of Indonesia (NKRI); Second, there are 3 (three) land parcel entities in the Republic of Indonesia, namely: State land, private land, and customary land. State land, namely: "Lands that are not included as private land and not communal land".[1]

The state land conception used in this research is land that is directly controlled by the State, which consists of 1) State land has never really had land rights attached to it or is referred to as free State land/Land directly controlled by the State, such as uninhabited islands, and so on;2) State land originating from previous lands already have rights, but for some reason or certain legal actions, so that it becomes state land, in this case, land that is voluntarily released by the owner for development for the public interest.

The development of state land registration regulations originating from land acquisition for development for the public interest in the context of realizing an orderly land administration in Indonesia has been going on since the colonial era until now. In its implementation, the state lands originating from the land acquisition are registered and some are not registered with the local Regency/City Land Office. It is pointed out that the differences in the implementation of state land registration are due, among other things: due to the development of different land registration arrangements from one period to the next. Also, there are differences in the conceptions of state land registration arrangements between the land law regime and the state treasury legal regime.The purpose of this research is to find out how the development and conception of state land registration arrangements originating from land acquisition for development for the public interest in Indonesia.

2. RESEARCH METHOD.

This study uses the normative law research method, namely researching, tracing, assessing, and analyzing with the object the legal norms regarding state land registration to create an orderly land administration.

3. RESULT &DISCUSSION

A. The period before the birth of Law Number 2 of 2012.

Beginning with the arrangement of land acquisition in the Dutch Colonial Government Regime, which was based on domein verklaring: "All land that cannot be proven as to be the owner, is land owned by the state".[2] With the domeinverklaring function, there are no arrangements to carry out land registration. The state in this period, because the burden of proof is on the person/legal entity who is litigating with the state, even though it is the state who filed the lawsuit. Land acquisition arrangements for the interests of the Dutch Colonial Government were regulated through Gounevernements Besluit (Government Decree) dated 1 July 1927 Number 7 (Bijblad Number 11372) and Gounevernements Besluit (Government Decree) dated January 8, 1932 Number 23 (Bijblad Number 12746); In essence, these two rules allowed the Dutch Colonial Government to revoke one's rights to land and objects needed by the Government.

Arrangement of land registration resulting from land acquisition during the Japanese Government Regime, the objective was not much different from the agrarian politics of the Dutch Colonial Government. During the Japanese occupation, in various places in Indonesia, there had been the taking of native Indonesian lands as well as lands registered with new rights by the Japanese Army, without compensation payments to the owners. There are no regulations regarding the registration of state land originating from land acquisition for public purposes at this time.After Indonesia's independence, in the Regime of Law Number 20 of 1961, arrangements were found to register the land resulting from the revocation of land rights, implicitly in Article 9 of Law number 20 of 1961, which states that: "after the stipulation of the Presidential Decree regarding revocation of land rights and compensation payments have been made to those entitled, then the land becomes “land directly controlled by the state”, to be immediately given to those with an interest in an appropriate land right;Regulation of the Minister of Home Affairs of the Republic of Indonesia Number 15 of 1975 concerning Provisions Regarding Procedures for Land Acquisition (hereinafter referred to as Permen-Home Affairs No. 15 of 1975). "Land acquisition required for public interest based on this Minister of Home Affairs Regulation is considered the most appropriate method and is considered to not cause unrest. This is because the method of land acquisition is based on the necessity to reach an agreement between the landowner and the agency requiring the land ”[3]. Regulations for land registration resulting from land acquisition/acquisition can be found in Article 10 of Permendagri Number 15 of 1975 which emphasizes that: Agencies requiring land are required to apply land rights to the authorized official.

During the New Order period, in Presidential Decree No. 55/1993 on Land Acquisition for the implementation of Development for the public interest, no provisions were found that obliged to register state land resulting from land acquisition. However, in Article 37 of the Regulation of the State Minister for Agrarian Affairs/Head of BPN Number 1 of 1994 concerning Provisions for the Implementation of Presidential Decree Number55 of 1993, after receiving the land acquisition document file as referred to in Article 34, which reads: "Government agencies requiring land are required to immediately apply for a land title until they obtain a certificate in the name of the parent agency, following applicable regulations". Furthermore, in the reform era, the basic concept of land acquisition according to the Presidential Regulation of the Republic of Indonesia Number 36 of 2005, with the implementation instructions is still the same as the Regulation of the State Minister for Agrarian Affairs/Head of BPN Number 1 of 1994.Presidential Regulation of the Republic of Indonesia Number 36 of 2005, amended by Presidential Regulation Number 65 of 2006 with implementation guidelines, namely Regulation of the Minister of Agrarian Affairs/Head of the National Land Agency of the Republic of Indonesia Number 3 of 2007 concerning Provisions for the Implementation of Presidential Regulation Number 36 of 2005 concerning Land Acquisition for the Implementation of Development for Public Interest as amended by Presidential Regulation Number 65 of 2006 concerning Amendment to Presidential Regulation Number 36 of 2005 concerning Land Acquisition for Implementation of Development for.

Regulations for state land registration resulting from the land acquisition are contained in the Regulation of the Head of the National Land Agency of the Republic of Indonesia Number 3 of 2007 concerning Provisions for the Implementation of Presidential Decree Number 36 of 2005 as amended by Perpres 65 of 2006 concerning Land Acquisition for Implementation of Development for Public Interest regarding Procurement Land for the implementation of development for the public interest, as follows:

1) Article 65 paragraph (2) Regulation of the Head of the National Land Agency of the Republic of Indonesia Number 3 of 2007: “State Land resulting from land acquisition concerning Land Acquisition for Implementation of Development for Public interest, then an application for land rights with the types of land rights can be submitted to government agencies requiring land. "
2) In Article 66 of the Regulation of the Head of the National Land Agency of the Republic of Indonesia Number 3 of 2007: "Application for land rights as referred to in Article 65 paragraph (2) above, is submitted by the agency requiring land to the Head of Regency / City Land Office for processing of land rights following the provisions of the statutory regulations.

B. The period after the birth of Law Number 2 of 2012.

The development of land acquisition arrangements after the issuance of Law Number 2 of 2012, of course, starting from the Regime of Law Number 2 of 2012 and its implementing regulations, such as Presidential Regulation Number 71 of 2012 which has been improved several times, namely the Presidential Regulation Number 40 of 2014 concerning Amendments to

Presidential Decree Number 71 of 2012, Presidential Regulation Number 99 of 2014 concerning Second Amendment to Perpres Number 71 of 2012, of Presidential Regulation Number 30 of 2015 concerning Third Amendments to Perpres Number 71 of 2012. Then the last change is Presidential Regulation Number 148 of 2015 concerning the Fourth Amendment of the Presidential Decree Number71 of 2012. Then, as an implementation of Article 111 paragraph (2) of Presidential Decree Number 71 of 2012 as last amended by Presidential Decree 148 of 2015. Previously, the Head of the National Land Agency Regulation Number 5 of 2012 concerning Technical Guidelines for Implementation The last amendment of land rights is the Regulation of the Minister of Agrarian Affairs and Spatial Planning / Head of the National Land Agency Number 22 of 2015.

Land procurement carried out by the Government according to Law Number 2 of 2012, often collides with the stages of land acquisition which are very long and time-consuming, whereas land is often needed immediately to support regional development. The stages of land acquisition are carried out: the planning stage, the preparation stage, the implementation stage (identification and inventory of subjects and objects, appraisal of compensation by an independent agency, deliberations to determine the amount of compensation), provision of compensation, a deposit of compensation (if any), release of land rights and delivery of land acquisition results.To overcome the long and long period, the implementation of land acquisition for the public interest on a small scale is regulated in Article 53 paragraph (1) of the Head of BPN Regulation Number 5 of 2012, that: "for land acquisition, the area is not more than 1 (one) hectare, can be carried out directly by the Agency requiring land with the Entitled Party, by way of sale and purchase or exchange or other means agreed by both parties.[4] Furthermore, the maximum limit for small-scale land acquisition is changed to 5 (five).) hectares with the issuance of Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency Number 6 of 2015.[5]

Article 50 of Law Number 2 of 2012 in conjunction with Article 47 of the Regulation of the Head of BPN of the Republic of Indonesia Number 5 of 2012, explicitly obliges any agency requiring land to register its land with the local Land Office to obtain a certificate, no later than 30 working days. From exposure to periodicity in regulating land acquisition before and after the issuance of Law Number 2 of 2012 above, it can be seen that in every land acquisition regulatory regime and its implementing regulations, there is always an implicit or explicit mandate to register State land resulting from the land acquisition in the context of realizing an orderly land administration, get legal certainty and legal protection. Indeed, there was no regulation before Law no. 2 of 2012 which explicitly states that the land acquisition result certificate must be registered within 30 days after the delivery of the land acquisition result by the agency that obtained the land.

C. Differences In The Conception Of State Land Registration Originating From Land Acquisition For Development For The Public Interest Between The Land Law And The State Treasury Law.

Article 19 UUPA in conjunction with Article 9 paragraph(2) Government Regulation Number 24 of 1997 concerning Land Registration, mandates that:

Registration of land which is directly controlled by the state is carried out by recording land parcels which are state land in the land register. It is further emphasized in the elucidation of Article 9 paragraph (2) of Government Regulation Number 24 of 1997 concerning Land Registration that "Land Registration whose object is land parcels with the status of state land, is carried out by recording it in the land register and not issuing the certificate". The full details regarding the status of state land are also technically regulated in Article 152 of the Regulation of the State Minister for Agrarian Affairs/Head of BPN Number3 of 1997 concerning Provisions for Implementing Government Regulation Number 24 of 1997 concerning Land Registration, that Column 8 of the Entry List 203 is used to record land parcels with the status of state land. Furthermore, Article 155 paragraph (3) Regulation of the State Minister for Agrarian Affairs/Head of BPN Number3 of 1997, affirms that in each Regency/City Land Registry a State Land List is made (Entry List 203 A). In essence, land that is directly controlled by the State is registered at the Regency/City Land Office in the Entry Lists 203 and 203A, and certificates are not issued.Land problems can not only cause economic problems but also psychological problems such as stress due to disputes, resulting in stress and mental disorders[6,7,8]

This conception can be understood, if connected with the Theory of State Ownership, that the State possessions must be seen in Private property (domaine private) and public possession (domaine publicae); A French professor named Proudhon, explained that:

1) First, the private property includes objects that are used by government officials in carrying out their duties. Government officials used more direct use of these objects (rarely used by the public); such as gardens, official homes, buildings for state enterprises and so on.[9]

2) Second, the public property includes objects provided by the government for use by the public. The general public can directly enjoy the benefits of these objects, such as public roads, bridges, ports, sports fields and so on.[10]

According to Proudhon, because public property is not subject to ordinary civil law, the position of the government towards the public domain is not as eigenaar (owner) but only as a party that controls (beheren) and supervises.[11] Division of public law and private law in Indonesia, stated by Achmad Sanusi, based on interests, that: "The law that regulates individual interests and the interests of the state which is not the ruler is private law; meanwhile Public Law is a law that regulates/protects the interests of the state as the ruler [12]

Julius Sembiring stated that: “state land is not land attached to a land title, meanwhile Government land is land that is controlled by certain Government Agencies and can be granted with land rights in the form of Use Rights or Management Rights” .[13] Almost in line with that, according to MariaSW Sumardjono, government land is not necessarily included in the definition of state land, even though the land is a state asset/wealth because state land controlled by a government agency which is used following their respective duties is granted with Management Rights and Use Rights. [14] Meanwhile, Boedi Harsono also stated that: "Land controlled by a Department or Swatantra area is land controlled by the agency concerned with Management Rights or Use Rights, not state land anymore".[15]

Technically, this difference is necessary, because government land and state land are two entities under the control and management of the state/government. The State Minister for Agrarian Affairs/Head of the National Land Agency has issued Circular No. 500-468 dated 12 February 1996 concerning the Ruislag Issue of Government Lands, which emphasizes that in order to obtain a common perception regarding land as government assets, what is meant by said Government assets are:a) Lands that are not other parties and which have been physically controlled by government agencies; b) Lands not other parties that are managed and maintained/cared for with funds from government agencies;c) Lands not other parties that have been registered in the Inventory List of the Government Agencies concerned;d) Lands as referred to in letter a to letter c, whether there is already a certificate or land that does not have a land certificate;e) Land that is physically controlled orused/utilized by other parties based on the legal relationship made between the other party and the said government agency.[16]

Thus, it can be understood that the position of the government towards the public domain is not as eigenaar (owner), but only as a party that controls (beheeren) and supervises. state land "directly controlled", stronger, fuller and deeper state control that is public, is not land that is civil. So the position of the State is as a ruler (beheeren) not as eigenaar (owner). Therefore, the conception of control over state land which is of a public nature, is not civil land, it is sufficient to register it and no need to issue a certificate.[17]Land with Usage Rights which are owned by Ministries and other non-ministerial government agencies, are assets or State Property, the ownership is with the Minister of Finance, while state lands in the public sense as referred to in Article 2 UUPA the control is with the Minister of Agrarian Affairs and Spatial Planning/Head of BPN.[18]

According to Law Number 1 of 2004 concerning State Treasury, stated in Article 1 number 10 and 11, that: "Property The state is all goods purchased or obtained at the expense of the APBN or originating from other legitimate acquisitions, while regional property is all goods purchased or obtained at the expense of the APBD or other legitimate acquisitions."Included in the definition of State/Regional Property according to the above laws are land and/or buildings. Explanation of State/Regional Property originating from other legitimate acquisitions, are:a) Goods obtained from a gift/donation or similar; b) Goods obtained as executor of the agreement/contract; c) Goods obtained under statutory provisions; or d) Acquired goodsbased on the verdictcourt that has beenobtainlegally enforceable.[19]

The regulation of land registration/land certification as State/Regional Property in the legal regime of the state treasury is found in Article 3 paragraph (2) letter (e) in conjunction with Article 32 and Article 33 paragraph (1) Government Regulation Number 27 of 2014 concerning Management of Property State/Region, states that: "Land owned by the state/region must be certified on behalf of the Government of the Republic of Indonesia or the Regional Government". Furthermore, based on Article 43 paragraph (1) of the RegulationGovernment Number 27 of 2014 concerning Management of BMN/D, that: "The land assets are part of state/regional property (BMN/D)

which must be certified on behalf of the Government of the Republic of Indonesia or the relevant Regional Government (Pemda)".

Thus, based on Law Number 1 of 2004 concerning State Treasury and Government Regulation Number 27 of 2014 concerning Management of State/Regional Property, state/regional owned land must be certified. Land certificate of State/Regional Property, is a legal safeguard that must be carried out by the central/regional government as the holder of State/Regional Property on land, must be accompanied by physical security by means of fencing or installing land boundary marks."It seems that the management of state / regional property inventories in Indonesia does not follow the classification of goods which are divided based on private property owned by the government/state (privat domein) and public goods belonging to domein."[20]

From the explanation of the two legal regimes above, it appears that there is an inconsistency between the Conceptions of Regulating State land registration according to Land Law and the LawFinance/State Treasury. This can occur because there are differences in perceptions between the accounting regime and the land law/agrarian law regime. According to the author's opinion, that the accounting law regime sees the certificate as part of a strong authentic evidence for the accountability of State and/or regional finances, which have been issued for land acquisition of State/Regional Property originating from legal acquisition. In addition, a certificate is also an effort to safeguard the law of State/Regional assets, to obtain legal certainty and protection. A certificate is very necessary to anticipate any claims or lawsuits from certain parties on the land resulting from the land acquisition. Therefore, it can be understood the mandate of the legal regimefinance/treasury are: Land assets that are part of state / regional property (BMN/D) must be certified on behalf of the Government of the Republic of Indonesia or the related Regional Government (Pemda) ".

Meanwhile, the land law regime/agrarian law states that the position of the government towards the public domain is not as eigenaar (owner), but only as a party that controls (beheeren) and supervises. State land "directly controlled", stronger, fuller and deeper state control that is public in nature, is not land that is civil in nature. So the position of the state is as a ruler (beheeren) not as eigenaar (owner). Therefore, the conception of control over state land which is of a public nature, is not civil land, so State/Regional Property which is public in nature, is sufficient to register and no need to issue a certificate.[21]

Therefore, State lands resulting from land acquisition are public property (public domein which includes: objects provided by the government for use by the community. The benefits of these objects can be enjoyed directly by the general public, such as public roads, bridges, ports, sports fields and so on), it is sufficient to register it and do not need to issue a certificate, while State / Regional Property is land classified as Private Domein (such as land for government offices, for the benefit of the government/BUMN/BUMD) must be certified.

Thus, based on the Laws and Government Regulations of the State Finance/State Treasury regime, land owned by the state/region must be certified. Completeness of proof of ownership and land certificate is a legal safeguard that must be carried out by the central/regional government as the holder of state/regional assets on land, which must also be accompanied by physical security that can be carried out by means of fencing or installing land boundary signs.

Thus, based on the Laws and Government Regulations of the State Finance/State Treasury regime, land owned by the state/region must be certified. Completeness of proof of ownership and land certificate is a legal safeguard that must be carried out by the central/regional government as the holder of state/regional assets on land, which must also be accompanied by physical security that can be carried out by means of fencing or installing land boundary signs. Based on data obtained in the Government's land data collection management information system (SIMANTAP), the Ministry of Finance, until December 31, 2014, at a minimum28,947 (43.32%) of the 66,820 plots of land belonging to the Central Government are not yet certified, while the land belonging to the Regional Government that has not been certified as of December 31, 2013, is at least 107,635 land parcels.[22] State land resulting from land acquisition that has not been registered, as disclosed by the Secretary of the Directorate General of Highways of the Ministry of PUPR, Soebagiono, that:"The total assets of State Property in the form of land are 30% managed by the Ministry of PUPR, while the remaining 70% is managed by various other Ministries/Agencies. The PUPR Ministry has State Property in the form of land worth 3.394 trillion, to date 16.40% (7,794 have been certified), the remaining 83.60% is still not certified (around 39,838 plots) .[23]Regarding the land certification for this road, according to the Head of the National Road Implementing Agency Region VIII, that "of the 47,017 km of national roads, only about 10% have already been certified"[24]

The following provides some information regarding road land certification, such as: In the regions of Bali, NTB and NTT Provinces, national road certificates have been carried out in 2013 as many as83 certificates and in 2014 there were 372 certificates and in 2015 there were 237 fields. Furthermore, in West Java Province in 2013-2014, 246 national roads were certified and in 2015 there were also 120 national roads certified.[25] City Roads The Tegal City Government has issued public interest certificates, namely road certificates65 fields that have been submitted to the City Government of Tegal.[26]

4. Conclusion.

Taking into account the above description, several conclusions can be drawn regarding the registration of State land originating from land acquisition for development for the public interest, as follows:

a. Arrangements for State land registration originating from land acquisition for development in the public interest

b. There are differences in visions and conceptions of State land registration arrangements derived from the results of land acquisition, between the State treasury/accounting regime and the agrarian / land legal regime. According to the Land Law regime[27], registration of land resulting from land acquisition in the form of public domes, such as: roads, irrigation, etc. is sufficient only to be registered and not to issue a certificate, but for land that is privat domein (land of government agencies/BUMN/BUMD and others), must be issued a certificate, with the right to use-as long as it is used, or the right to manage. It is different from the mandate of the legal regime of the State treasury/accounting[28], that all land belonging to the State/Region must be certified, without differentiating between Public Domein and Private Domein.

c. Not all land parcels resulting from land acquisition for development for the public interest in Indonesia have been registered (recorded and certified) at the Regency/City Land Office in Indonesia.

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