



## JLPH: Journal of Law, Politic and Humanities

<https://dinastires.org/JLPH>[dinasti.info@gmail.com](mailto:dinasti.info@gmail.com)[+62 811 7404 455](tel:+628117404455)E-ISSN: 2962-2816  
P-ISSN: 2747-1985DOI: <https://doi.org/10.38035/jlph.v5i5>  
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# The Role of Notaries in the Resolution of Agrarian Disputes in Indonesia

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**Abstract:** This study discusses the role of notaries in preventing land disputes through authentic document creation and the legal limitations they face in resolving land conflicts. The aim of this paper is to identify the contributions of notaries in reducing potential agrarian disputes and explore efforts to support agrarian justice in Indonesia. The methodology used is a descriptive qualitative approach with a literature study, analyzing agrarian law regulations and the role of notaries within this context. The findings indicate that while notaries play a crucial role in dispute prevention through the creation of authentic deeds, there are limitations in their authority and expertise in verifying the legal status of land. This paper also highlights the importance of improving collaboration between notaries and the National Land Agency (BPN) and the digitalization of land documents to enhance transparency and minimize disputes.

**Keyword:** Agrarian Justice, Agrarian Law, Land Digitalization, Land Disputes, Notaries.

## INTRODUCTION

Agrarian law in Indonesia plays a crucial role in regulating land ownership, use, and distribution as one of the country's primary resources. Land is not only an economic asset but also serves as an important element in the social and cultural life of the Indonesian people. Therefore, agrarian law is a vital instrument to ensure that land management and utilization are carried out fairly, sustainably, and in accordance with applicable regulations. The Basic Agrarian Law (UUPA) No. 5 of 1960 serves as the primary foundation for agrarian regulation in Indonesia, aimed at creating social justice in the management of agrarian resources. (Nugroho & Surono, 2018).

Nevertheless, in practice, agrarian issues remain complex and frequently trigger conflict. Common types of agrarian disputes include overlapping land rights, disputes over the transfer of rights, claims to customary or communal land (ulayat land), and forced evictions. These conflicts often involve multiple parties, including indigenous communities, farmers, private corporations, and government authorities. Data from the Agrarian Reform Consortium (Konsorsium Pembaruan Agraria/KPA) indicate that the number of agrarian dispute cases tends to increase each year, reflecting the ongoing ineffectiveness of agrarian law enforcement and land management in Indonesia. (Simarmata, 2023).

One of the root causes of agrarian conflicts is the weak documentation of lawful land ownership. A significant portion of land in Indonesia remains unregistered or is subject to overlapping ownership documents. This condition is often exploited by certain parties to make unilateral claims over land, which eventually triggers disputes. In such situations, the role of the notary—as a public official authorized to produce authentic legal documents—becomes critically important. Notaries are tasked with assisting the public in the legalization process of land ownership documents, such as Deeds of Sale and Purchase (Akta Jual Beli/AJB), grant deeds, inheritance deeds, and other documents related to the transfer of land rights. As officials regulated under Law Number 30 of 2004 concerning the Office of Notary, notaries are vested with the authority to draft authentic deeds recognized by law as valid legal evidence. The deeds executed by a notary carry significant evidentiary value, thereby serving as a strong legal basis to prevent or resolve agrarian disputes. In addition, notaries also play a role in educating the public on the importance of legal ownership documentation, thereby promoting awareness of legal compliance in land transactions. (Sasauw, 2015).

The existence of authentic documents enables the public to be better protected from potential conflicts or illegal claims that could be detrimental. However, despite their strategic role, notaries face various challenges in carrying out their duties. One of the main challenges is the lack of integration between the notarial system and land-related institutions such as the National Land Agency (Badan Pertanahan Nasional/BPN). In many cases, the data available at the BPN is not synchronized with documents prepared by notaries, which may complicate the process of land registration or dispute resolution. Additionally, notaries often face legal and administrative obstacles in assessing the validity of land documents submitted by parties involved.

This condition highlights the need for an in-depth study regarding the role of notaries in agrarian law, particularly in the prevention and resolution of land disputes. This study aims to identify the notary's role in preventing agrarian conflicts through the preparation of authentic documents, analyze the limitations faced by notaries, and provide recommendations to strengthen their role in supporting agrarian justice in Indonesia. The study also seeks to explore the potential for collaboration between notaries and land agencies in creating a more transparent, accountable, and equitable land governance system.

Literature review indicates that agrarian law in Indonesia plays a significant role in regulating the relationship between people and land as a vital resource. Rolando's research emphasizes the need for stronger enforcement of agrarian law to address the increasing number of land disputes. Rolando identifies three categories of land disputes—minor, moderate, and severe—each requiring different approaches to resolution. Mediation is suggested as an alternative dispute resolution method due to its efficiency in terms of time and cost compared to litigation. However, the study focuses solely on the mediation mechanism without exploring synergy with other parties such as notaries, who play a key role in legalizing land documents to prevent disputes. (Sukmawati (2022))

Sukmawati's study also highlights the relevance of mediation as the primary method for resolving agrarian conflicts, but with an emphasis on agrarian legal reform to ensure justice in land redistribution. The study shows that mediation has great potential to reduce the burden on the courts, particularly through a systematic process ranging from pre-mediation to formal agreement. However, the study does not specifically address the role of notaries in conflict prevention, which could be a crucial element in ensuring legal certainty and reducing the potential for disputes.

Meanwhile, Mahar's research focuses on the role of notaries in drafting land sale and purchase deeds. Notaries not only ensure the legal validity of land transactions but also help prevent disputes by verifying the legal status of land and providing legal advice to parties involved. Nevertheless, Mahar identifies several limitations in the notary's role, such as the

lack of data synchronization between notaries and the National Land Agency (BPN), and the challenges related to document forgery. This study underscores that notarial professionalism is vital to enhancing legal certainty in land transactions.

From the three studies reviewed, the most viable solution proposed is effective mediation and notarial involvement in legalizing land documents to prevent conflicts. However, previous studies have not comprehensively discussed the synergy between notaries and related institutions such as BPN in developing an integrated agrarian dispute prevention mechanism. This study seeks to address these gaps by exploring the strategic role of notaries throughout the dispute resolution process—from prevention through document legalization to collaboration in mediation. The novelty of this study lies in its proposal to integrate the role of notaries with land agencies within a dispute resolution system based on prevention.

In the context of agrarian law in Indonesia, several critical issues must be identified to understand and strengthen the role of notaries in supporting agrarian justice. First, how notaries contribute to preventing agrarian disputes through the preparation and authentication of authentic documents remains a primary concern, given that notarial deeds often serve as key legal evidence in land-related matters. Second, the legal limitations faced by notaries in assisting with the resolution of agrarian disputes pose significant challenges, such as the lack of regulatory synchronization or access to valid land data. Third, there is a need to explore the efforts that notaries can undertake to support agrarian justice, whether through conflict prevention or collaboration with relevant institutions. (Mahar (2024))

## METHOD

This research employs a descriptive qualitative approach aimed at analyzing the role of notaries in the prevention and resolution of agrarian disputes in Indonesia. This approach was chosen for its ability to provide an in-depth depiction of phenomena, identify core issues, and propose solutions based on available data. Through this method, the study seeks to elaborate on various aspects of agrarian law and the role of notaries within the applicable legal framework, while also linking these aspects to the realities occurring in practice.

The method used is literature review, which involves the collection and analysis of secondary data from credible sources. The secondary data includes relevant laws and regulations, such as the Basic Agrarian Law (Undang-Undang Pokok Agraria) Number 5 of 1960, along with its implementing regulations concerning land rights, land sales, grants, and transfers of land ownership. In addition, legal journals discussing the role of notaries in agrarian dispute resolution serve as key references in this study. These sources provide both theoretical and empirical foundations for understanding how notaries can help prevent land conflicts through the legalization of authentic documents, as well as their role in supporting the peaceful resolution of land disputes.

Data collection is conducted through a systematic review of various academic publications, research reports, and legal documents. The selected literature includes previous studies relevant to agrarian law and the role of notaries in dispute resolution. The data analysis technique used is content analysis, aimed at identifying essential information from the data sources and correlating it with the research objectives. The analytical process is carried out systematically by categorizing data based on key themes, such as the notary's role in preventing agrarian conflicts, legal limitations faced by notaries, and recommendations to enhance their contribution in promoting agrarian justice.

## RESULTS AND DISCUSSION

### The Role of Notaries in Preventing Agrarian Disputes

Notaries play a strategic role in preventing agrarian disputes in Indonesia, particularly through the drafting of authentic legal documents with strong legal force. Documents such as Deeds of Sale and Purchase (Akta Jual Beli/AJB), grant certificates, and inheritance deeds serve

as primary evidence in land transactions and transfers of ownership. The existence of these documents is vital to ensuring legal certainty for all parties involved. By ensuring that every land transaction is legally documented and in accordance with prevailing regulations, notaries help minimize the risk of future disputes.

The AJB is one of the most critical documents in land sale and purchase. A notary is responsible for ensuring that the parties involved possess full legal ownership of the land being transferred and that there are no disputes or legal encumbrances on the property. This involves verifying the identities of the parties, checking land certificates with the National Land Agency (Badan Pertanahan Nasional/BPN), and examining the legal status of the land. Notaries also play a significant role in drafting grant deeds, particularly when land is transferred free of charge to another party. Grants can often trigger familial disputes if not clearly regulated. In this context, notaries help prevent potential conflicts by ensuring that the process is carried out legally, with the consent of all interested parties, and that the resulting document holds legal validity. (Kholidah et al., *Notaris dan PPAT di Indonesia: Aplikasi Teori dan Praktik dalam Pembuatan Akta* (2024),

In addition to preparing authentic documents, notaries also provide legal advice to the parties involved in land transactions. For example, a notary may explain the legal consequences of actions taken by the parties, help them understand their rights and obligations, and offer solutions when potential conflicts are detected at an early stage. This legal guidance is particularly important for those who lack familiarity with legal procedures—such as rural communities or individuals with limited legal literacy.

Nevertheless, the implementation of notaries' roles in practice often encounters various administrative and technical obstacles. One major challenge is the lack of access to accurate and up-to-date land data. For instance, outdated certificates or documents that do not reflect the actual condition of the land often hinder the legalization process. Moreover, frequent regulatory changes, especially in land policy, can create confusion among stakeholders, including notaries themselves. Another obstacle is the occurrence of unethical practices, such as document forgery or the use of invalid documentation. In such situations, notaries have a moral and professional responsibility to uphold the integrity of the document drafting process and report any indications of legal violations. These actions not only protect the professional reputation of notaries but also help prevent future agrarian conflicts stemming from invalid documents.

To strengthen the role of notaries, it is essential to improve coordination between notaries and institutions such as the National Land Agency (BPN). Such collaboration could include developing an integrated land information system, allowing notaries real-time access to land data and ensuring the validity of the documents they produce. In addition, regular training for notaries on regulatory updates and best practices in agrarian law is necessary to ensure they can carry out their duties optimally.

Previous studies provide important insights into the role of notaries in Indonesia's agrarian legal system, particularly in preventing and resolving land disputes. Rolando's research emphasizes that legal documents such as the AJB and land certificates hold strong evidentiary value in court, though their implementation often faces technical issues, such as incomplete documentation or inconsistencies in land data. Sukmawati highlights mediation as a common method of resolving land disputes, while also stressing the importance of notaries in documenting mediation agreements to give them binding legal power. Mahar's study focuses more on the legal verification process conducted by notaries, including the review of land legal status through BPN and handling tax aspects of land transactions.

Compared to these studies, this discussion places more emphasis on the preventive measures that notaries can take before disputes arise. Notaries are not only responsible for drafting authentic deeds, but also play a strategic role in providing legal counsel, helping parties understand their respective rights and obligations. Furthermore, this discussion highlights practical challenges faced by notaries, such as rapid regulatory changes and inconsistencies in

land data, and stresses the importance of strengthening coordination between notaries and land authorities.

The key distinction between this analysis and prior research lies in the emphasis on prevention through optimizing the role of notaries at every stage of agrarian transactions. A novel contribution presented here includes recommendations to enhance collaboration between notaries and BPN, and to provide periodic legal training in response to evolving regulations, with the ultimate aim of creating a more stable and just agrarian system. (Rio Rolando et al., “Hukum Agraria Dalam Penyelesaian Sengketa Tanah Di Indonesia,” *Perkara: Jurnal Ilmu Hukum dan Politik* 2, no. 1 (2024): 319–327, <https://doi.org/10.51903/perkara.v2i1.1682>.)

### **Legal Limitations Faced by Notaries**

The legal limitations faced by notaries in executing their role within the agrarian field represent a significant challenge that requires attention. One primary limitation is the differences in the interpretation of applicable agrarian regulations, such as the Basic Agrarian Law (UUPA) No. 5 of 1960 and various technical regulations. These differing interpretations often lead to legal uncertainty, which frequently creates gaps in the settlement of land disputes. While notaries hold the authority to draft authentic documents like Deeds of Sale and Purchase (AJB), grant deeds, and inheritance deeds, they do not possess the power to verify the substantive legality of the land's status as a whole, especially when legal conflicts arise, such as overlapping certificates or dual claims. (Kholidah et al., *Notaris dan PPAT di Indonesia: Aplikasi Teori dan Praktik dalam Pembuatan Akta* (2024))

In agrarian disputes, one of the frequent limitations faced by notaries is the lack of access to accurate and up-to-date land data. The land administration system in Indonesia still faces challenges in terms of transparency and data integration between institutions like the National Land Agency (BPN) and local governments. This issue makes it difficult for notaries to verify the historical legality of a plot of land, especially if there is a dispute or a poorly documented transaction history. For instance, in cases of overlapping certificates, notaries can only work based on the data available at the time of the transaction, without the ability to investigate the historical validity of the land further. Another limitation is the restricted authority of notaries to address land disputes directly or make decisions regarding the legality of land rights. As neutral officials, notaries can only provide legal services based on the information and documents presented by the parties involved in the transaction. This creates a risk where notaries cannot fully protect the parties if there is incomplete information or if some details are deliberately concealed. Additionally, although the documents created by notaries hold high evidentiary value in court, their validity can still be contested if it is found that the document was based on incorrect or misleading data. (Wattilete et al., “Aspek Yuridis Peralihan Hak Atas Tanah Melalui Proses Hibah,” *TATOHI: Jurnal Ilmu Hukum* 2, no. 6 (2022): 583–603)

Frequent regulatory changes also pose a significant challenge for notaries. In recent years, the government has introduced various new regulations in the agrarian sector to enhance efficiency and justice in land management, such as the digitalization of land certificates and rules on land redistribution. However, these regulatory changes are often made without providing adequate guidance to notaries, leading to confusion in their implementation. Notaries are expected to continually update their knowledge of dynamic agrarian law, but the lack of training or dissemination of new regulations often hinders them from carrying out their duties effectively. In addition, notaries face challenges in building public trust in the documents they create. In some cases, the forgery of land documents or the misuse of authentic deeds has tarnished the reputation of the notary profession in the public eye. Such incidents not only harm the parties involved in disputes but also complicate the legal processes that involve these documents. Notaries are required to work more cautiously in verifying the identities of the parties involved and ensuring the authenticity of the documents they create to avoid future legal risks



Despite these limitations, the role of notaries remains crucial in the effort to prevent agrarian disputes. One way to address these challenges is to strengthen coordination between notaries and relevant institutions, such as BPN and local governments, to ensure that the land data used in the process of drafting deeds is accurate and up-to-date. Additionally, the development of an integrated land information system that links notarial data with national land data can help reduce the risk of overlapping certificates and simplify the verification process.

A comparison between previous studies and the discussion on the legal limitations faced by notaries shows both similarities and significant differences. Previous studies generally highlight the important role of notaries in preventing agrarian disputes through the drafting of authentic documents, such as deeds of sale and grant deeds. Rolando's research emphasizes the evidentiary strength of documents created by notaries but also acknowledges limitations in the administrative process, such as difficulty verifying land status due to the lack of an integrated land system.<sup>7</sup> This aligns with the discussion that notaries often face challenges due to the lack of access to accurate and up-to-date land data.

However, previous studies tend to focus more on the notary's role in ensuring the formal legality of documents, whereas this discussion expands the scope by highlighting the institutional and regulatory aspects that affect the effectiveness of notarial work. The issue of differences in interpretation of agrarian laws and frequent regulatory changes is an additional challenge that affects notaries' ability to provide legal certainty. Previous research has addressed these challenges minimally, which is why this paper complements those studies by highlighting the importance of periodic training and better coordination between notaries and relevant institutions.

This discussion also highlights the notary's limitations in ensuring the historical validity of land documents, which often become a source of disputes. While earlier studies recognize the importance of mediation as an alternative dispute resolution method, this paper emphasizes the preventive role that can be optimized through strengthening the land information system. The comparison shows that, although earlier studies identified various challenges, this paper offers a new perspective on the solutions that can be implemented to overcome the legal limitations faced by notaries. (Sukmawati, *Hukum Agraria Dalam Penyelesaian Sengketa Tanah Di Indonesia*)

### **Efforts to Support Agrarian Justice**

Efforts to support agrarian justice require a systematic approach and involve various stakeholders, including the strategic role played by notaries. As officials authorized to create authentic deeds, notaries bear significant responsibility in ensuring that the legal documents they produce can serve as tools to prevent and resolve agrarian disputes. In this context, several steps can be taken to strengthen notaries' contribution to achieving agrarian justice.

One of the primary efforts that needs to be developed is closer collaboration between notaries and the National Land Agency (BPN). A frequent issue in land documentation is the lack of synchronization between notaries and BPN, which can lead to overlapping land certificates or inaccuracies in ownership data. Through more intensive collaboration, notaries can access more comprehensive and up-to-date land data, thus increasing the validity of the documents they create. This cooperation can also involve the development of a joint verification system to ensure that the legal status of land has been confirmed before the deed is created.

Strengthening the capacity of notaries through regular training on agrarian law is also an essential step in supporting agrarian justice. Given the complexity of agrarian regulations, which often change, this training aims to enhance notaries' understanding of the latest regulations and assist them in handling increasingly complicated dispute cases. The training can cover topics such as the interpretation of agrarian laws, land dispute resolution, and mediation mechanisms. Additionally, the training can be complemented with case simulations to enhance notaries' ability to provide effective solutions that align with the law.

Digitalization of land documents is an innovation that can significantly improve transparency and accountability in agrarian management. By utilizing digital technology, notaries can help create a more integrated and accessible record-keeping system for stakeholders. Digitalization can also reduce the risk of document forgery and minimize potential conflicts resulting from the loss of physical documents. In some countries, the use of blockchain for land registration has proven effective in ensuring transparency and preventing data duplication. Indonesia could adopt similar technologies, involving notaries in the development of such systems.

Notaries can play an active role in mediation of land disputes as an alternative conflict resolution outside the courtroom. In many cases, agrarian disputes can be peacefully resolved through mediation, with notaries serving as neutral parties. With their legal expertise and access to land data, notaries can assist disputing parties in reaching a fair agreement. Mediation also allows for faster resolution and lower costs compared to litigation in court. To support this role, there is a need for regulations that clarify notaries' authority in the mediation process and provide technical guidelines on how mediation should be conducted.

An advocacy role can also be carried out by notaries to encourage agrarian law reforms that favor justice. In this regard, notaries can provide input to policymakers on challenges they face in the field, such as legal gaps or regulatory inconsistencies that affect the document-making process. This feedback is essential to ensure that legal reforms genuinely address the needs of society and minimize the potential for future disputes.

## CONCLUSION

Notaries hold a strategic role in preventing agrarian disputes through the preparation of authentic documents that possess high evidentiary value, such as Deeds of Sale and Purchase (Akta Jual Beli) and grant certificates. However, legal limitations—such as differing interpretations of agrarian regulations and restricted authority in assessing the historical validity of land ownership—often hinder the optimal execution of this role. To support agrarian justice in Indonesia, notaries must strengthen collaboration with the National Land Agency (BPN) to ensure land data synchronization and promote the digitalization of documents to improve transparency and efficiency in dispute prevention.

The application of these findings includes the formulation of policies that enhance the role of notaries within the agrarian ecosystem, including specialized training on land law and the development of blockchain-based technologies to secure land data. This study also recommends regulatory reforms that grant notaries additional authority to comprehensively verify the substance of land documents. Further implementation suggestions involve cross-sector collaboration among notaries, BPN, and other legal institutions to establish a more integrated mechanism for the prevention and resolution of agrarian disputes.

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