

The Implementation of Compensation of Rights of Ownership on Land in the Development of Toll Road in Dumai City, Riau Province

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Article Info

Article history:

Received January 2024

Revised January 2024

Accepted January 2024

Keywords:

Compensation

Decent

Fair

Land acquisition

Appraisal team

ABSTRACT

This paper is based on the research in Dumai City in 2019. Frequently, in the implementation of land acquisition resettlement for general interest development emerged issue in compensation. The former land owner whose land has been used for development of toll road Pekanbaru – Dumai (in this matter is in Bagan Besar Urban Village, Dumai City) didn't feel satisfied with the compensation they had received. In the Article 1 point 10 of the Law Number 2 of 2012 on Land Acquisition Resettlement for General Interest Development is regulated that Compensation is the adequate and fair compensation to the parties who has rights in the process of Land Acquisition Resettlement. This research is empirical legal research. The result of this research shows that principle of adequate and fair has not been implemented.

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1. INTRODUCTION

Land has important role in human life, particularly for land owner and government. For land owner, the land manifests settlement and livelihood. For the government, land is infrastructure to implement development. Nowadays it is uneasy for someone to gain land of ownership rights, either for the government by reason the state land has been increasingly limited, the development requires the land. It isn't problematic when the state land is available to implement development. However, in case state land is unavailable in fact the development should be implemented, thus the government will use the land of ownership rights in the location.

One of activities of development of which is implemented by the government is the toll road development. The toll road development requires wide land thus frequently land of ownership rights is required and used by the government. The use of land of ownership rights for toll road development is implemented through land acquisition. In the implementation of Land Acquisition includes toll road development using land of ownership rights frequently emerges any problems relating to compensation. It is similar to the implementation of toll road development of which traverses some Neighborhood Associations in Bagan Besar Hamlet, Bukit Kapur Subdistrict, Dumai City.

The activity of development studied in Dumai City is the development of toll road from Pekanbaru to Dumai. Pekanbaru – Dumai Toll Road by length of 131 kilometers comprises of 6 (six) sections, i.e. Section 1 Pekanbaru – Minas (9.5 km), Section 2 Minas – West Kandis (24.1 km), Section 3 South Kandis – North Kandis (16.9 km), Section 4 North Kandis – South Duri (26.2 km), Section 5 South Duri – North Duri (29.45 km), and Section 6 (North Duri – Dumai (25.05 km)). The implementation of compensation studied is the compensation towards land owners whose land locates in Bagan Besar Hamlet, Dumai City. The result of research in 2019 showed the former land owner felt

dissatisfied with the amount of compensation had been determined. In the Article 9 paragraph (2) of the Law Number 2 of 2012 it has been regulated that Land Acquisition for general interest is implemented by granting proper and fair compensation.

2. LITERATURE REVIEW

The research concerning on principle of fair for the land owner in receive of compensation granted by the government for general interest is the main issue to study. Meanwhile some research studying current issues, e.g. The research by title "The Implementation of Fair Principle in Land Condemnation to Development for General Interest" by (Sahnan, et al., 2015) results conclusion that the implementation of principle of fair in compensation in land condemnation is very far from the word proper. It creates conflict amongst the society as land owner with government and/or investors requiring the land. The effort to overcome this matter has need to Human Resources who involve in land condemnation in particularly having good moral qualification, professional qualification, and legal qualification. The similar research has been conducted by title "Compensation of Residue Land in Development of Bakauheni-Terbangi Besar Toll Road: Legal Impact and Land Conflict" by (Kusuma, 2019) that created research, i.e. first, the resolution of residue lands of land condemnation is divided into two types of detriment, economical detriment and social detriment. Second, the process of compensation of residue land has purpose to avoid social and economic detriment, thus P2T should be capable to calibrate the type residue land whether it still able to plant or not. Third, for the residue lands having wide size and it is possibly to plant and also used as previous condition to avoid social detriment. Fourth, the effort can be conducted by the parties who has rights on the residue land can be conducted two processes, i.e. application from the parties who has rights on the residue land and through civil sue.

Furthermore, the research on principles of fair has title "The Implementation of Principle of Fair in Land Acquisition for General Interest According to National Land Law and Islam Law" by (Gallantry et al., 2021). This research results first conclusion, it needs as soon as possible to establish executive regulation to adjust the regulation ruled in the 'Omnibus Law Number 11 on 2020 on Job Creation' and 'Government Regulation Number 19 of 2021 on The Implementation of Land Acquisition for General Interest'. Second, the implementation of land acquisition for general interest need to be strengthening in the step of planning and implementation and the determination of compensation thus it can achieve principle of fair. Moreover, similar matter is also resulted in the research by title "Principle of Fair in Land Acquisition for Development for General Interest" by (Sudana et al., 2022) of which provides result that in the land acquisition for general interest, the principle of fair should grant proper insurance. Thus, the land acquisition for general interest should be fair during the process o land acquisition thus after the process has been ended from the land acquisition it gives manifestation the principle of fair by granting compensation and the better life after the compensation.

3. METHODS

This research is empirical legal research. Empirical legal research is a research focusing on factual behavior or social fact concerning on the implementation of a regulation. This research aimed to find whether the implementation of Compensation grant to the former land owner whose land is impacted due to the development of Pekanbaru-Dumai toll road in particularly in Bagan Besar Hamlet, Dumai City had received compensation appropriately to the stipulation of Article 1 point 10 junction Article 9 paragraph (2) of the

Law Number 2 of 2012 on Land Acquisition for General Interest has been implemented the proper and fair compensation. Data has been gained from local head of Neighborhood Association and Land Office of Dumai City. The data has been qualitatively analyzed. The conclusion withdrawal used inductive reasoning method. The author is incapable to find the former land owner who has left their land location thus the researcher interviewed the local head of Neighborhood Association and Head of Land Office of Dumai City. In addition, the researcher was incapable to find the interesting parties in the determination of compensation, i.e. the officers of Officials of Public Appraisal Service and Commitment Making Official.

4. RESULTS AND DISCUSSION

According to Bernhard Limbong, compensation is substitution of the detriment had by the holder of land rights whose land alternated into state land.¹

Compensation to the former land owner in Bagan Besar Hamlet, Bukit Kapur Subdistrict has been conducted through two steps. First step, the compensation is granted to seven former land owners. The implementation of second step of compensation is granted to three former land owners.

In the first step of compensation payment, the land owner is reluctant to receive compensation. They had been given opportunity to submit their objection on the amount of compensation to the State Court of Dumai City in period of 14 days after the discussion on determination of compensation as referred in the Article 37 paragraph (1). There are five former land owners who received the compensation. They didn't comprehend the process of land acquisition. It is caused by educational factor for merely graduated from elementary school.

The other three former land owners initially felt reluctant to receive the compensation. According to them, the

¹ Bernhard Limbong. 2012. *Konflik Pertanahan*. Margaretha Pustaka, Jakarta, hlm. 173.

compensation was little unworthy by reason their land has been appraised for 7.800 rupiah per square meter and one stem of tree has been appraised for 250.000 rupiah. This objection is caused by the comprehension of land owner who graduated from university. In the first step, the former land owner didn't understand they have been given 14 days to submit objection on the amount of compensation.

In the implementation of second payment, there were some former land owners who's some part of their land was appraised in first step. In second step of compensation payment there are four former land owners. The compensation of land in the second step is greater from the amount of compensation granted in first step. In the second step the amount of compensation for the land was given 41.000 rupiah per meter.

In principally, the living cost in Dumai City is expensive. Thus the value of compensation of 41.000 rupiah per square meter is unworthy, moreover, the value of compensation of 7.800 per meter. Is it worth? What is the consideration of officials who determine the value of compensation? In the Law Number 2 of 2012 on Land Acquisition for General Interest Development, the meaning of proper and fair compensation has been implicit. There are some principles in the Laws of which become the basic in compensation. The proper and fair compensation, likes principle of fair, principle of certainty, and principle of prosperity. The principle of fair is the principle that guarantees the proper compensation to the parties who has rights in the process of land acquisition in order to gain opportunity to continue their better life. The principle of certainty is principle that gives legal certainty of land availability in process of land acquisition for development and insurance to gain proper compensation. The principle of prosperity is principle that gives additional value towards the continuity of righteous parties. Thus, based on the proper principle and fair principle in the Laws Number 2 of 2012 on Land Acquisition for General Interest is forwarded to the government requiring the

land or former land owner to gain opportunity to continue their better life. These principles have good intentions, however there has not been regulation ruling furthermore for the implementation.

What is meant by fair? This question is the general question however it is difficult to answer. According to Boedi Harsono, an expert on Land Law in Indonesia, to the parties who give their land they should be given proper rewards, thus his social and economic condition will not deteriorate. John Rawls, a professor and lecturer in some prominent universities in US, in his book Theory of Justice, has opinion that justice as fairness. There isn't any justice in greater welfare that is gained by the existence of some unlucky individual situations. The first principle, every individual has equal rights with the wide basic freedom similar to one to another. Second principle, social and economic inequality should be ruled as appropriately thus both are expected to become lucky for every individual, and attached to the open position and occupation for everyone. According to Rawl that freedom and equality can be harmonized in a justice principle, i.e. everyone has equal rights towards basic freedom, and if there happened injustice thus the left behind should be profitable as result.

Relating to this research, because of improper value of compensation, there is merely one former land owner of which in that time domiciles near his condemned land, whereas the other former land owners have left the city. There are some of them return to their homeland and the rest moved to other place with achievable life.

According to Sudikno Mertokusumo legal principle is not concrete legal regulation, instead it is basic consideration of which has general characteristic or the background of concrete legal regulation of which existing in the background of every legal system manifested in legal regulation and the judge's decision of which is positive law of which can

be found by looking for general characteristic in this concrete regulation.²

The principles explained in the Article 2 of the Law Number 2 of 2012 on Land Acquisition for General Interest Development, prioritizes humanity, fairness, usefulness, and legal certainty in the implementation of Land Acquisition. It is the step to provide certainty that individual rights and community is protected, that the compensation is given fairly and given benefit for the society, and in the process of Land Acquisition should be transparent and structured.

The Land Acquisition is implemented through four steps, i.e. planning step, preparation step, implementation step, and result conveying step. In the planning step of Land Acquisition for General Interest Development, the land requiring institution makes the plan of Land Acquisition based on the Regional Space Management, development priority contained in (mid-term development plan, strategic plan, and government work plan/land requiring institution. The land acquisition plan is compiled in Land Acquisition Document. The intention and purpose of development plan explains the planned intention and purpose and the benefit of development for general interest. The appropriateness of space usage activity and development priority is meant as explain the appropriateness of location of land acquisition with the Space Management Plan and development priority.

The location of land explains the administrative area of the hamlet or village or other name, subdistrict, regency/city, and province as the planned development location.

The required land width explains the approximation of required land width. The general description of land status explains initial data concerning on the mastery, ownership, usage, and function of the land. The approximation of term of the implementation of land acquisition explains

the approximation of term required for respective steps of implementation of land acquisition. The approximation of land value explains the approximation of compensation value of land acquisition land includes land, surface land, and underground, building, plants, materials relating to the land, other detriment of which is can be valued.

Land Acquisition Implementation Document is compiled based on appropriateness study comprises of survey of social and economy, location appropriateness, cost analysis and function of development for region and society, approximation of land value, environmental and social impact of which possibly emerge from land acquisition and development, and other necessary study.

The Land Acquisition Plan Document by the requiring institution is submitted to the Governor/Regent/Municipal. The land acquisition plan document is valid for two-year term since established by the land requiring institution. In the case of the document is more than two years, thus land requiring institution needs to make document renewal.

The governor implements the activity steps of preparation of land acquisition after receiving the land acquisition document. In this step, the government establishes preparation team. The preparation team announces the development plan to the society in the location of development plan. The direct notification is implemented by socialization, face to face encounter, and notification letter. Indirect notification is implemented through printed media and/or electronic media. The invitation of socialization or face to face encounter is conveyed to the society in development location plan by hamlet/village head or other name in at least three days before the meeting is held.

The initial data compilation of development plan includes the activity of initial data collection of the authorized parties and the object of land acquisition. The

² H. Suyatno, 2019, *Hapusnya Hak Atas Tanah Akibat Penitipan Ganti Kerugian Dalam Pengadaan*

Tanah Untuk Kepentingan Umum, Cetakan Pertama, Jakad Publishing, Surabaya, hlm. 86.

authorized parties comprise of the holder of land rights, the holder of rights to use, the manager of land for Islam interest, the holder of written proof of former rights, the custom law society, the parties who have state land with good intention, the holder of land mastery base (the party who has the proof issued by authorized official that prove the existence of relating land mastery), the owners of building, plant, or other materials relating to the land.

The initial data compilation of development plan is counted from the date of the socialization official letter, public consultation on development plan is conducted for gaining consensus on the location of development plan from the authorized party, material manager and/or the material user. The preparation team explains on the land acquisition plan in public consultation. The implementation of public consultation can be conducted through the representative by letter of attorney from and by the authorized party. In the case during public consultation there is party who feel objection or disaffirm with the location of development, thus it should conduct public re-consultation and report to the governor through preparation team. The governor establishes the study team on the objection of location of development plan.

The leader of land acquisition establishes task force of which mastering the inventorying and identification of land acquisition object in at least five days since the establishment of land acquisition executor. Task Force A deals with the collection of physical data of land acquisition, meanwhile Task Force A manages the juridical data of land acquisition. The result of inventorying and identification is conveyed by the Leader of Task Force to the Leader of Land Acquisition Executor. The authorized party who feel objection to the result of identification and inventorying can apply the objection towards the Leader of Land Acquisition Executor in at least fourteen days counted from the result of identification and inventorying has been announced. In the case there is difference between the result of

inventorying and identification with the result of verification thus it will be conducted revision in the shape of official report of the revision of inventorying and identification result.

Two source persons in the research by Anselmus Ekacatra in 2023 on The Implementation of Compensation Granting towards the Land Owners in Land Acquisition for Development of Solo-Yogyakarta Toll Road Section I in Pepe Village, Ngawen Subdistrict, Klaten Regency, Central Java is Task Force A and Task Force B conduct their task appropriately to Article 98 of the Minister Regulation of Planology/State Land Office number 19 of 2021 on the Executive Stipulation on Government Regulation number 19 of 2021 on The Implementation of Land Acquisition for General Interest Development, Task Force A deals with:

- a. Conduct measurement and mapping of the circular limit of land acquisition appropriate to the determination of location;
- b. Measurement and field mapping per land field of which includes in the determination of location;
- c. Analyzes result of data collection of physical data of land acquisition object;
- d. Gives the temporal identification number;
- e. Creates the land field map in Pepe Village.

Meanwhile Task Force B conducts its task appropriately to the instruction from the Klaten Land Office, i.e. conducting data collection of authorized party and land acquisition object includes:

- a. Name, occupation, and address of authorized party;
- b. Civil Identification Number or identity of other authorized party;
- c. Proof of mastery or ownership of the land, buildings, plants, and/or materials relating to the land;
- d. Location of the land;
- e. Status of the land and document;
- f. Type and usage and function of land;

- g. Mastery and/or ownership of space on land rights locates on the surface of land used for particular activity of which mastery, ownership, usage and function is separated from the master, ownership, usage and function on land field and underground is the space under the surface of the land used for particular activity of which mastery, ownership, usage, and function is separated from master, ownership, usage and function on land field.
- h. Data of measurement, type, and quality of buildings, includes recording the detail of building materials used;
- i. Data of plants impacted the land acquisition, either the amount, type, either criteria or the age of plants;
- j. Data of other materials impacted the land acquisition, e.g. arthesis well, water pump, et cetera;
- k. The mortgage of land rights, space upper and under the land;
- l. Other supporting data.

The result of inventorying and identification of Task Force B is established in nominative list at least contains:

- a. Identity of authorized party;
- b. Location, wide, and status of the land/type of rights;
- c. Wide and type of buildings;
- d. Type of usage and function of the land;
- e. Plant, grow and other materials relating to the land;
- f. The mortgage of land rights or fiduciary.

A respondent stated that the appraisal didn't implement its task as regulated in Regulation of Agrarian Minister/ Head of the National Land Office number 19 of 2021, that the appraisal team conducts appraising appropriate to nominative list that the material above the land surface should be appraised according to the size, type and quality of building, and materials of component. It makes the public appraisal is not appropriate in appraising the condition in field. According to a source person, the appraisal in conducting appraising towards the amount of compensation per land field is equaled for every land owners and didn't

considering social perspective, land history, above and under land, building, plants, materials relating to the land in Pepe Village.

The respondent who feel objection stated that the appraisal team in conducting appraisal towards the building owned by authorized party who feel objection is not appropriate to nominative list concerning on size, type and quality and buildings that the buildings having component materials of natural stone is equaled to the value of material bricks composed from ordinary cement brick. The party who feel objection ask for the parameter to measure the amount of compensation, either land, plants, or building should be parameter. It makes the respondent feel objection in giving land and building for project of Solo-Jogjakarta Toll Road in Pepe Village because of inexistence of clean and fair parameter. From this case it seems that the role of appraisal institution is very important in determining the amount of compensation and decrease conflict amongst the land owner and land requiring institution. Based on the appraisal role in determining the amount of compensation it also necessary to consider the nominative list because of the building of which compositing materials consists of natural stone certainly has value amount higher than cement brick, thus, in this matter the appraisal team has conducted mistakes in appraising materials above the land in land acquisition. From historical and social perspective, the appraisal of compensation should also be considered by the appraisal team although it is difficult to appraise by reason it is not physical shape.

The land requiring institution establishes appraisal service and decided by the Leader of Land Acquisition. In the case there is not available appraisal service, thus the land requiring institution can assign public appraisal or ministered assigned official. The appraisal or public appraisal accepts the copy of plan document, nominative list, and land field map from the leader of land acquisition executor of which is listed in official letter.

The compensation appraised by the appraisal or public appraisal is the value

during the announcement of location determination of development for general interest. The amount of compensation based on the result of appraising appraisal is conveyed to the leader of land acquisition executor. The amount of compensation is a basic of consensus to establish the shape of compensation. The land acquisition executor held discussion accompanied by the appraisal or public appraisal from the land requiring institution with the authorized party.

In the matter of there is not achieved consensus on the shape or amount of compensation, thus the authorized party can apply the objection to local State Court in at least fourteen days after the signing of official letter.

The compensation can be granted in the shape of money, substitutive land, relocation settlement, share ownership, other shape agreed with both parties. In the discussion the land acquisition executor prioritizes the granting of compensation in the shape of money.

United Nations (UN) has established Basic Principles and Guidelines on Development-Based Evictions and Displacement, Annex 1 of the Report of the Special Rapporteur on Adequate Housing as a Component of the Rights to and Adequate Standards of Living A/HRC/4/18. The number 60 in this Principle emphasizes that compensation should be granted for every damage of which can be economically appraised, equal to the amount of violation and particular condition. Even though, while the land has been condemned and evicted should be given land compensation of which equal to the quality, size and/or even better. In number 61 it rules that compensation is not based on legality aspect of merely land ownership, moreover by the reason of development, thus the duty to grant proper and fair compensation is become absolute. In the case it is unavoidable to implement land condemnation and eviction, the stipulation in number 63 regulates that compensation in its appraising should comprises of detriment and cost, land and house, alternative settlement or relocating settlement, income losing,

education, wealth, and transportation cost. In the case house and land of which becomes livelihood is condemned, thus the appraisal of impact should calculate the value of business detriment, equipment, cattle, soil, tree, plants, and also income decrease/lose. Concerning on the land condemnation for infrastructure interest in number 64 is regulated that: "The circumstances of forced evictions linked to development and infrastructure projects (including those mentioned in paragraph 8 above) seldom allow for restitution and return. Nevertheless, when circumstances allow, State should prioritize these rights of all persons, groups and communities subjected to forced evictions. Persons, groups and communities shall not, however, be forced against their will to return to their homes, lands/or places of origin." Then in number 67 regulates that the restitution faced difficulty, thus should be fair compensation, ("When return to one's place of residence and recovery of property and possessions is not possible, competent authorities must provide victims of forced evictions, or assist them in obtaining, appropriate compensation or other forms of just reparation").

The effort of ownership mastery by government is inappropriate. The rights on ownership should firmly give protection and the mastery of a materials based own rights, thus the holder of own rights is given authority to master peacefully and to maintain it from whoever aimed to disturb his peaceful in mastery, take profit and use the material.

The role of officials concerning the determination of compensation that is emphatic to society in Land Acquisition is very important. They should consider on the life of former land owner who has not had the land, possibly has not settlement and prosperous future. It is possibly the reason why the value of compensation in Java Island is different to the area outside Java Island. The result of research in Yogyakarta in land acquisition for development of New Yogyakarta International Airport (NYIA) in fact in the policy it participates in calculating the material and immaterial detriment. In

addition of considering the physical factor of building, land and growth-plant, it also provides substitutive settlement, compensation money of waiting income for 6-9 months, the condemnation of tax of detriment payment, and also calculate immaterial factor. The role of also seem in the plan of Kulon Progo – Semarang toll road. One of the land owners whose land will be condemned conveyed that the prediction of compensation on his land is three fold from the actual value of the land. The source person also added that Sultan HB X said “it is prevented for the society to suffer from detriment in the land acquisition”.

5. CONCLUSION

Based on the matters aforementioned above, thus it can be drawn conclusion that compensation to the former owner land is not achieved the principle of fair. It is caused by the low value given to the former land owner. This condition is influenced by the educational level of land owner thus it influences the comprehension on the land value they owned, whether it has been appropriate or inappropriate in compensation. Meanwhile the principle in the Law Number 2 of 2012 on Land Acquisition for General Interest Development i.e. principle of fair, principle of certainty and principle of prosperity of which become the foundations in compensation granting. This principle is very appropriate to be

strengthened in the regulation thus it rules the implementation of every principle.

The development in current years, the government has established some regulations concerning on land acquisition, i.e. the establishment of land acquisition plan document and the assignment of Task Force to make more detail nominative data on the land owner and object of land acquisition. Although the result of research there is deviation, i.e. the appraisal team didn't follow the exiting nominative list, thus the land owner hasn't will to condemn the land.

In semantic discourse, there is term “ganti rugi” it seems inappropriate in land acquisition. The term “ganti rugi” in land acquisition shows that the land owner has had detriment before the land has been condemned. In this matter the former land owner is become the victim, in fact in Land Acquisition there is no need to be a victim. Thus the term “ganti rugi” should be changed into “kompensasi”. Based on Indonesian language dictionary, the term “kompensasi” shows the rewards by shape of money and not money.

ACKNOWLEDGEMENTS

I, the author, would like to thank Jesus Christ, Papa and Mama, my sister and brothers, University of Atma Jaya Yogyakarta, Mr Nanang, informants and respondents of my research.

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