

Legal Certainty Aspect of Rural Land Consolidation in Kepuharjo Village

Dasdo Vangi Doan Sipayung^{*}; Lego Karjoko, S. H., M. H

Faculty of Law, Universitas Sebelas Maret, Indonesia Email: dasdo.sipayung@gmail.com

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Abstract

This study is aimed to analyze legal certainty aspect of rural land consolidation in Kepuharjo village. Method of this study uses juridic empirical approach with descriptive analysis, data collection uses interview and compared with prevailing regulations. Results of this consolidation study in Kepuharjo village, District of Cangkringan, Regency of Sleman will be implemented in effort to improve ecobiological environment development in rural areas. Land consolidation is not only able to improve agricultural productivity, it is also able to improve standards of life of rural families. Output of land consolidation will be land ownership certificate, with object legal power, right on land legal power and subject legal power. Legal power in this consolidation is also constructed on land orderliness, specifically in land administration which in turn it will facilitates varied land-based activities and also land conflict resolution. Problems observed is the less attention on spatial order requirements by which recommend any developmental activities which must be based on General Plan of Spatial Order (RUTR) with varied derivatives legalized in local Regional Regulation.

Keywords: Land Consolidation; Rural; Environmental Order

Introduction

This article presents the importance of legal protection in the implementation of rural land consolidation. Land consolidation in its activities consist of land arrangement including land tenure reorder (on landlord disorderliness) and land use (on land use disorderliness); and also the efforts of land distribution on behalf of environmental means and infrastructures development in land consolidation location.

The implementation of land consolidation will be resolve the land tenure disorderliness with the rights preservation principles, and also partiality on economically low level society. Land tenure condition before land consolidation will be fully priced. In such case, the term rights disengagement in land consolidation implementation refers to provide discretion on the land consolidator in holding the arrangement in according to basic ideas and the purpose of land consolidation.¹

¹ Sitorus, Oloan. (2014). Konsolidasi Tanah di Kawasan Rawan Bencana III Merapi: Mengintroduksi Implementasi Yang Berbasis Ekoturisme di Kecamatan angkringan, Sleman. Makalah disampaikan pada Diskusi Bulanan dan Sosialisasi Konsolidasi di Merapi. Yogyakarta, PPPM-STPN, 4 Maret 2014.

Land consolidation implementation in its varied stages is easier in rural areas, because it builds the interconnection between land elements. This interconnection is useful in improving society's well being or prosperity, particularly due to the process by which showing the role of land use arrangement to harmonize the individual and public interests.

Participative land consolidation has been implemented in rural land consolidation which can further subdivided into voluntary redesignation and formal land consolidation. The feasibility of urban land consolidation as a instrument to resolve fragmented property rights has been investigated, based on the experience in land consolidation implementation in rural areas and urban land consolidation experience in Germany.²

The implementation of rural land consolidation in Kepuharjo village, District of Cangkringan, Regency of Sleman is one of the construct of land order, poured into land certification of 1,278 fields as the final product of land consolidation in Merapi mountain downhills. The implementation of land consolidation in Kepuharjo village, District of Cangkringan, Regency of Sleman is to provide other benefits for society in related regions because by the orderliness, it can improve the farmer's income, to create workfield, security of legal certainty of the owned land, and it also related with the orderliness in form, width and location, while improving the use and values of land, well-ordered environments, no cost required and the availability of public facilities for common interests.³

Based on the abovementioned description, the problem formulation to be addressed is how does the implementation of rural land consolidation in effort to environmental arrangement in Kepuharjo village, district of Cangkringan, Regency of Sleman, and also the barriers in rural land consolidation for the environmental arrangement in Kepuharjo village, district of Cangkringan, Regency of Sleman and how does the resolution.

Methodology

Based on the problem formulation and objectives of study, then the method being used is juridic empirical approach, which is an approach applied to analyze how does a regulation/law effectively implemented.⁴

Method to be used is qualitative method. This method is used on some consideration, they are: first, it is easier to adjust in experiencing multifacets; second, this method directly presents the basic relation of the author and respondents; the third, this method is more sensitive and can be well adjusted with varied simultaneous influential sharpening on the experiencing value patterns.⁵

Data analysis technics in this study refers to the theory stated by Miles and Huberman that analysis simultaneously conducted to cover four activities, they are: 1) data collection; 2) data reduction; 3) data presentation, and 4) conclusion. Such data analysis is referred as flow model data analysis.⁶

²Marije Louwsma, Marco Van Beek and Bert 5. (2014). A New Approach: Participatory Land Consolidation, (7020). FIG Congress 2014 Engaging the Challenges - Enhancing the Relevance Kuala Lumpur, Malaysia 16 – 21 June 2014.

³Aristiono Nugroho & Sutaryono. (2015). Ecotourism Lereng Merapi pasca Konsolidasi Tanah, STPN Press.

⁴ Soerjono Soekanto. (1986). Pengantar Penelitian Hukum, Jakarta: UI Press, p. 25.

⁵ Lexy J. Moleong, Metodologi Penelitian Kualitatif, edisi revisi, cetakan 24, (Bandung : PT. Remaja Rosda Karya, 2007), p. 9-10.

⁶ Miles, B. Mathew dan Michael Huberman. (1992). Analisis Data Kualitatif Buku Sumber Tentang Metode-metode Baru. Jakarta: UIP.

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Results and Discussion

Rural Land Consolidation in Effort to Environmental Arrangements in Kepuharjo Village, District of Cangkringan, Regency of Sleman

Land consolidation is the unification and/or re-arrangement of lands so that it will be in accordance with the development under planning in urban or rural areas, which due to experiencing the changing designation aspects to be a residential and agricultural areas.⁷

Land consolidation in Kepuharjo village is an effort to restore this area to be cultivate by society as a source of living. Lands in Merapi downhills are a Divine gift which must be thanked by the society, village government and regional government of Sleman. Therefore, the land must be utilize for the highest society prosperity, or public well being (Article 33 verse (3) of 1945 Constitution). In other words, land consolidation is a perfect respond to re-structure the land tenure, ownership, use and utilization for it can be contribute for maximum prosperity to society.

Effective and optimal land use for public prosperity is a big expectation and primery achievement for the government and public to be implemented. The efforts of optimal land utilization and use is based on quantitative estimation for future times. It occurs by the estimation of the amount of fields or land which can be utilized by limited people in fixed level and can not be expanded, while the amount of people who use are increasingly large in anual basis. Besides this rationale, there are many supporting reasons in the efforts of land use improvement, then for public standard of living or the advancement of human civilization in continual increment, it is inevitably to be served with the concrete example is the development of industrial centers, housing, public facilities infrastructure development, which all of the mentioned need of land as primary capital for human welfare.⁸

Land consolidation in Kepuharjo village is increasingly encouraging the importance of this activities for public, especially when their need has become the primary consideration. Besides, public needs are also to be primary consideration when arranging regulations to be the guidance of implementation. such situation reflecting the existing image of society, when the prevailing rules has bind varied interest for it to incur harmony in the implementation of land consolidation.

The implementation of land consolidation in Kepuharjo village has bee implemented in accordance with the Head of National Land Agency Regulation No. 4 Year of 1991 on Land Consolidation, in which explaining that:

- a. Land consolidation in Kepuharjo village is a discretion of land on re-arrangement, control and utilization and also the efforts to distribute the land on behalf of development, to improve environmental quality and natural resource preservation in which involving public active participation in Kepuharjo village;
- b. The participants of land consolidation in Kepuharjo village are the holder of land tenure or land worker of state-owned land consolidation;
- c. Land consolidation object is non-agricultural state-owned land and or righted lands in urban or rural areas stipulated by the Head of National Land Agency to be consolidated;

⁷ A. PParlindungan. (1989). BungaRampaiHukumAgrariaSertaLandreformBagianI. Bandung, MandarMaju, hal 200.

⁸ Ardiantoro, Bambang dan Edi Priatmono. (2001). Penyelenggara Konsolidasi tanah, bahan Diklat Tatalaksana Pengaturan Pengusaha Tanah, Pusat Pendidikan dan Latihan badan Pertahanan Nasional.

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- d. Land contribution for development is the part of land consolidation object provided to redeem the implementation costs;
- e. Cost-redeeming land of this implementation is the part of land contribution for developmental use to be transfered to the third party with the payments of compensation cost in form of money, to be utilized in the funding of land consolidation implementation according to the List of Land Consolidation Plan (DRKK);
- f. Land Use License (SIMT) is the license to use the cost-redeeming land issued by the Head of Regencial/City Land Agency.⁹

The implementation of land consolidation in Kepuharjo village is an important activity for the construction process of public welfare (society well being), because:

- a. This program is aimed to reach optimal land use through the improvement of eficiency and productivity of land.
- b. It has the target on the realization of well-ordered land tenure and land use order.

Land consolidation in Kepuharjo village is necessary or important to be implemented because:

- a. The regulation of land tenure and land use in form of land consolidation is conducted in rural areas in effort to improve environmental quality and to provide lands for public means and infrastructure development;
- b. The land consolidation activity includes re-arrangement of land compartments, including rights on land and/or land use equipped with road infrastructure, environmental facilities and/or other supporting required facilities, by involving the participation of land owner and/or land worker;
- c. Land consolidation location is stipulated by the Regent of Sleman by referring on Regional Spatial and Developmental Plans;
- d. Functionally, land consolidation is implemented by BPNRI, which comprised of: 1) the Head of BPNRI; 2) the Head of Regional BPN Office of Yogyakarta Special Region; and 3) the Head of Regency Land Office of Sleman;
- e. Operationally, it is implemented by other related institutions and community under the coordination of the Governor of Yogyakarta Special Region and Regent of Sleman.

The urgency of land consolidation in Kepuharjo village is very strong, so that it has no space for the prejudice to arise, to consider such activity as not precisely implemented or irrationally applied. The executives has been endure and put aside of emotion when there are parties who negatively state on the implementation of land consolidation. The prejudice even arise to be a motivator for the executive to sincerely implement the socialization of land consolidation. Persuasive approach has been continually applied and negotiation to reach consensus has also been conducted until finally the prejudice has been loss its evidence.

Although the investment in tenurial grants has not significantly large, it seems that the investments have positive significant impacts on overall project/program results, despite with many works

⁹ Hasni. (2008). Hukum Penataan Ruang dan Penatagunaan Tanah (dalam Konteks UUPA-UUPR-UUPLH), Jakarta: PT. Raja Grafindopersada, p. 299.

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to be done to measure and demonstrate this influence. Importantly, entire investment has created an environment with the possibility to secure the land and natural resource rights on poor rural communities.¹⁰

Legal Certainty on Consolidated Land Rights in Kepuharjo Village, District of Cangkringan, Regency of Sleman

Land consolidation in the Article 1 of UUPA (Agrarian Primary Laws) has been mandated to the central government to arrange general plan on the availability, designation and utilization of land, water and space and also natural resources contained within; and the regional government, in arranging the availability, designation and utilization of land, water and space and also natural resource has been in accordance with demographic condition. The arrangement by the Regional Government must be put a reference on the general plan stipulated by the Central Government.¹¹

Land rights certificate as the result of land consolidation is a powerful instrument to provide legal certainty to the land owner (the participants of land consolidation). It mandated by the Article 19 verse (1) of the Agrarian Primary Law, so that it requires the availability of complete, clear and consistently enforced legal instruments. As matter of fact, since 1961 there has been applied the Government Regulation on Land Registration, which on that time were regulated in the Government Regulation No. 10 Year of 1961 on Land Registration. As the form of improvement effort, in 1997 there applied the Government Regulation No. 24 Year of 1997 on Land Registration to replace the Government Regulation No. 10 year of 1961. For the implementation purpose, there applied the Agrarian State Ministry Regulation/the Head of National Land Agency Regulation No. 3 year of 1997 on the Requirements of Government Regulation No. 24 year of 1997 Implementation on Land Registration for effective land registration. For this case, the land agency has been implement relatively fast, simple and low-cost land registration. Besides, the Land Agency has also combined the land registration with varied land activities, like land registration and consolidation.

When land consolidation output in form of land rights certificate achieved, then the holder obtains object certainty, rights on land assurance and subject certainty assurance. Rights on land certificate is the powerful prove on the land ownership which also referring that the rights on land certificate is not an absolute proving tool. Many parties benefitted from the rights on land certificate, they are:

For the government are:

- a. The realization of land orderliness, particularly in land administration, so that it facilitates varied landbased activities;
- b. The prevention of land conflict, particularly those resulted from conflict of interest on land like illegal land tenure, land use and land utilization, and also land ownership disputes.

For the land certificate holder are:

a. Psychologically it provides sense of secure by the law certainty on the object, rights on land and subject;

¹⁰ Harold Liversage, 2017. An overview of IFAD's support for securing the land and natural resource rights of poor rural people. Lead Land Tenure Technical Specialist, International Fund for Agricultural Development, Rome, Italy Correspondence: h.liversage@ifad.org Journal of Law and Rural Development 2017—Issue 1.

¹¹ Bachtiar, Shaza Amorita Zerlinda. (2014). Pelaksanaan Perlindungan Lahan Milik Warga: Studi Kasus Desa Kepuharjo, Tunjungtirta, Ngenep, Kabupaten Malang. *Skripsi*. Malang: Fakultas Hukum, Universitas Brawijaya. Hal. 6.

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- b. It facilitates rights on land transfers when the owner has to put the ownership to other party;
- c. It gives opportunity to obtain higher land price estimation because it has legal certainty;
- d. It gives opportunity to obtain more business capital because a bank or credit provider can obtain powerful collateral when certificated land put on mortgage;
- e. It gives opportunity to obtain certainty on tax estimation (for example, land and building tax) to be paid because the land has the object certainty assurance; and
- f. It gives opportunity to provide authentic evidence because the certificate is an authentic acts with complete approval power in meaning that the judge will be tied in data/information mentioned in rights on land certificate as long as it contrarily stated.

Besides rights on land certificate, land consolidation primarily provide output in form of well ordered area. Such has been known, land consolidation in Merapi downhill has been result in sociospatial harmony and can improve public welfare. If there is natural emergencies (volcano eruption), the rearrangement of post-land consolidation area will be able to support the evacuation in effective manner, so that public safety will be optimally implemented. Evacuation will be easier and more effective because there will be evacuation routes in form of better rural road infrastructure. The widened rural roads is the results of STUP (Land Constribution for Development) provided by the participants of land consolidation for common interests.

The implementation of land consolidation will resolve land tenure disorderliness problem by rights preservation principles, and also partiality on lower level economy people. Land tenure condition before consolidation will be fully priced. In such case, there is rights disengagement in land consolidation which merely meant to provide discretion to land consolidation in holding the arrangement in accordance with basic ideas and objectives of land consolidation. It means that the disengagement of rights temporarily natured until the arrangement completed. After the arrangement, the rights on consolidated land will be restored to the rights on land holder, at least with equal land tenure legal status. Even it made possible on the land tenure status after consolidation even stronger, like if previously rights on work to be ownership rights, or if previously it is on individual custom rights with no certificate, then it will be certificated land. The partiality of lower class economy can be observed from several regulation of land consolidation implementation by which facilitates the small land owner not to provide STUP (Land Contribution for Development) in form of land, but in form of money or workforce.¹²

Such also with rights on land certificate in Kepuharjo village which has been well ordered, it opens opportunity for the implementation of better environmental arrangement. To support this function as the social living strategy, then varied potentials in Kepuharjo village need to be consolidated in institutional framework. It is important for the management, regulation and coordination can be optimally conducted so that all potentials can be effective and efficient. Therefore, the institutional development needs to be implemented, both in the institutional development by society and by regional government.

¹² Sitorus, Op.Cit., hal. 5.

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The Barriers on Rural Land Consolidation in Effort to Environmental Arrangement in Kepuharjo Village, District of Cangkringan, Regency of Sleman and Its Resolution

a. Barriers on Rural Land Consolidation in efforts to environmental arrangement in Kepuharjo village, District of Cangkringan, Regency of Sleman

Results of land consolidation supervision and monitoring shows that the immediate problems to be resolved are limited human resource as the bridging function between land consolidation participants and land agency officers. It feels more important because it is in turn related with the documentation. Therefore, the Head of BPN Office of Yogyakarta Special Region has been put some coordination with the Chairman of STPN through the Head of BPN Office of Yogyakarta Special Region Letter No. 0818/400-34/V/2014 dated 20 May 2014 on the Requests of STPN Students Assistance. By the letter, the Head of BPN Office of Yogyakarta Special Region asked for 12 STPN students to give hands in preparing the documents for the participants of land consolidation on the date of 21 to 31 May 2014.

Besides, the existing conceptual ignorance of independent funding occurred in the implementation of land consolidation in Umbulharjo and Kepuharjo villages so that they could not obtain TPBP. Such condition occurred due to STUP is only limited on land distribution for the road and public and social infrastructures development. The neglected independent funding concept was also due to since the initial phase, there known that land consolidation in Umbulharjo and Kepuharjo villages was National Budget (APBN)-funded. It is in accordance with Sitorus (2014: 8) who stated that for Indonesian context, it general that TPBP can not be realized.

b. The efforts to resolve rural land consolidation for environmental arrangement in Kepuharjo village, District of Cangkringan, Regency of Sleman

While the problem/ barrier in land consoliadtion related with socialization is the limited BPN apparatus competency in regions, even more the limited non-technical competency like communication technics as one of the primary elements in socialization, communication media like multimedia, limited period in socialization, subjects comprehension on land consolidation and many more. The socialization activity is one of the communication form frequently used by the government to convey messages/ information to mass public, in which there are two way communication so that it is expected that the message/ information can be fully comprehended by society.

When a policy or regulation adopted, civilian can play monitoring role. The implementation of a policy must be in line with principles stated in official text which are also must put respect on international commitments. In such case, the framework for the land management is centralized on human, which can be utilized as the checklist to analyze governmental actions.¹³

For the message can be accepted by public, then it is compulsorily for the informer to achieve full comprehension on the materials about the ideas to be conveyed to public, so that the explanation can be comprehensive and able to answer all problems related with the concerned substance, for public satisfaction. Besides the informers, it is sometimes requirements for supporting instruments arise to support communication success, like multimedia, movies, interpreter/translator, and others so that the ideas behind the land consolidation with varied aspects within can be comprehensively grabbed.

Through socialization, people can obtain a description on complete land consolidation with its implication, so that they can provide assessment and also decision to participate in such activity. Based on

¹³ Michael Taylora with Anni Arialb, 2017. Working towards people-centred land governance: experiences from the International Land Coalition, Journal of Law and Rural Development 2017—Issue 1.

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experience of land consolidation implementation in Indonesia, it is in general the failure did occurred from the incapability to communicate. It can be observed from the initial movement, with enthusiastic public, but in the middle of the process, they resisted and rejected to participate with various reasons.

In resolving the limitation of socialization officer competency, either in land consolidation materials or in its technical aspects, BPN RI is necessarily provide the apparatus with more competency through short term education and training. The provided/ allocated period is adjusted with short socialization activity, so that the socialization is only conducted several times before the implementation of next stage, meanwhile the land consolidation activity is cross-sectoral natured which requiring sufficient period of time. As the comparison, the land consolidation socialization in Taiwan (one of successful country in land consolidation) with the preparation to the implementation which only require 1 (one) full year period, so that the public can fully understand about the meaning and purpose of land consolidation, and also the benefits and advantages of the activity for public, both individually or collectively.¹⁴

BPN Headquarter must equip its personnel with varied technical and non-technical expertise through technical education and training in land consolidation or non technical competencies like mass communication, psychology, and others related competencies. BPN headquarter needs to think and formulate the term of socialization (if compared with Taiwan who succeeded in land consolidation effort), to be adjusted back through new regulation.

Land consolidation can be well implemented due to the support of good communication between the implementer and public. Steps to be taken in building good communication are:

- 1) To build best interaction between the implementer and public (participants)
- 2) To involve community (participants) in proportional-active way in all stages of activity so that they can significantly contribute on land consolidation implementation
- 3) To construct strategic partnership with varied parties for land consolidation implementation

Thus, land consolidation is an important instruments for agricultural and rural development in every country. The implementation of land consolidation is an important event because it shows the political, economical and social reformation. It is the land consoliation which become very important in national development by which the strategy is based on multidiscipline and comprehensive approach, which is the fusion of varied related elements with agricultural and rural development.¹⁵ Land consolidation not only equipped with the capability to improve agricultural productivity, but it is also to improve rural standard of living.¹⁶

Conclusion

1. Agricultural land consolidation in Kepuharjo village, District of Cangkringan, Regency of Sleman is implemented in effort to improve the limits of land ownership clarity due to Merapi volcano eruption in 2010 and for the development importance in improving standard of living. The land consolidation

¹⁴ Dalimunthe, Chadidjah, 2008. Politik Hukum Agraria Nasional Terhadap Hak-Hak atas Tanah, Penerbit Yayasan Pencerahan Mandailing, Medan.

¹⁵ Horjan, Oleg. (2011). Developing Land Consolidation Concept and Strategyin the Republic of Moldova. Moldova: State Agrarian University of Moldova, hal. 89.

¹⁶ Lerman, Zviand Dragos Cimpoies. (2006). Land Consolidation as a Factor for Successful Development of Agriculture iniMoldova. Jerusalem: The Hebrew University of Jerusalem, Hal. 6.

can be implemented if there is approval from the land owner. While for those who implementing land consolidation is BPN (the National Land Agency). In context of agricultural land consolidation in district of Cangkringan, residents of Kepuharjo village had delegate to the Head of Regency Land Agency (BPN) of Sleman (and the implementing team) as the implementer of agricultural land consolidation in district of Cangkringan. Of 44 people (100%) land owner with 178 lands owned with about 27.10 hectares width, they were unanimously agreed (100%). The implementation of land consolidation is conducted in several stages like initial agreement and rights disengagement approval in Kepuharjo village, minimally on several instruments related with legal, property, the parties and agreements aspects.

- 2. Output of land consolidation is in form of rights on land certificate, by which the holder obtains assurance on object, rights on land and subject certainties. Besides, legal certainty in land consolidation is also poured in the realization of land orderliness, specifically in land administration so that it can facilitate the land-based activities; and also to prevent land conflict due to conflict of interest in land disputes, on aspects like illegal land tenure, land use and land utilization, and also land border disputes.
- 3. Land consolidation problem in Kepuharjo village in the implementation of land consolidation is less attention on spatial requirements recommendation that any development activities must be based on general spatial plan (RUTR) with all derivatives legalized through local regional regulation.

Suggestion

- 1. Before land consolidation, it is necessary to hold socialization to all candidates of participant, not only to those who representing. Socialization is not merely formality to meet administrative requirements of project implementation but substantively for the candidates of participant understand and comprehend all consolidation project plan. Besides, discussion must be transparently implemented, putting respect and appreciation on all participants, to avoid directly or indirectly intimidation.
- 2. In effort to realize legal certainty on rights on land ownership, then it is necessary for the officers/the staffs of National Land Agency to improve socialization and cooperation with public to build good relation and communication.
- 3. The implementation of consolidation can actually provide legal, economical and social impacts to the participants. The legal impact is in form of land certification, as the construction of legal certainty and rights on land protection. Rights on land certificate must be provided to the participants after the activities fully implemented. The economical impact must be tangibly perceived by the participants, with the construction of road, public facilities developments and other related efforts which in turn increasing the land values.

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