

# ***THE INTERNATIONAL JOURNAL OF HUMANITIES & SOCIAL STUDIES***

## **The Resolution for Conflict of Land Transmigration as a form of Legal Protection for the Holder on Right of Land in the Regency of East Kolaka, Southeast Sulawesi, Indonesia**

**Heryanti**

Senior Lecturer, Faculty of Law, Halu Oleo University, Kendari, Indonesia

**Sahrina Safiuddin**

Senior Lecturer, Faculty of Law, Halu Oleo University, Kendari, Indonesia

### ***Abstract:***

*The aim of this research identifies the causes of conflict of land tenure in transmigrant community. This research also tries to formulate the model for resolution of conflict of land tenure in its, so that it can be a reference to develop indicator of successful implementation and achievement of transmigration itself. Method of research in using, is empirical normative legal method. It is located at the Regency of East Kolaka, Southeast Sulawesi Province of Indonesia. The data in this research contains primary and secondary data. The data analysis technique which is qualitative interpretative. The result of research shows that causes of conflict of land tenure of transmigrant community, namely, the lack of socialization of the transmigration program to local communities, the control of transmigrant land which has implications for changes in the economic value of the land, the socio-economic disparity between indigenous people and transmigrants and indigenous people has the presumption of indigenous people's land in existence. Resolution for conflict of land tenure in transmigrant community, can be performed through the litigation (the court) and non-litigation. One of the Resolution Models, is a mediation where local government makes the Integrated Team for Handling Social Conflict involving all elements that are competent in the handling of social conflicts, including land tenure conflict.*

***Keywords:*** Resolution for conflict, mediation, land, and transmigration

### **1. Introduction**

In the concept of welfare state, the State has an obligation to improve the welfare of the community. Article 33 Paragraph (3) of the 1945 Constitution states that the earth, water and natural resources contained therein are controlled by the state and used for the greatest prosperity of the people. In such a vast territory, the population of Indonesia is enormous but it still has an unbalanced spread between the capacity of nature and the capacity of the environment, which, if not handled properly, it may cause social vulnerability or environmental damage. The unfair and unbalanced distribution of the population of Indonesia, has caused uneven development. Therefore, the distribution of the population needs to be regulated through the implementation of transmigration.

Implementation of transmigration which is an integral part of the national development regulated in the Act of Number of 15 of 1997 which has been amended by the Act of Number of 29 of 2009 on Amendment to the Act of Number of 15 of 1997 on Transmigration. The transmigration program is anything to do with settlement preparation activity in the form of settlement preparedness which is habitable, feasible, and feasible to develop. Directing, placing including fostering of transmigration communities or fostering transmigration, settlements up to the submission to the Regional Government.

The government provides land for the implementation of transmigration in Indonesia. Allotment of land for transmigrants granted in the status of property rights. In the implementation of transmigration of East Kolaka Regency, there is a conflict of land tenure which belongs to the transmigrant community, but it is controlled by the indigenous community where the transmigration program existence, such as in Kecamatan Ladongi, East Kolaka Regency. The conflict occurs through land grabs, destruction and evictions and threat against transmigrant community.

The right for land tenure of transmigrant community, should have legal protection in the form of certainty of right, especially by the government. The status of property right which accompanied by the land certificate, does not provide for the transmigrant community being entitled to ownership of the land. Conflict of land ownership/tenure of transmigrant strongly affect the activity of transmigrant since the land in controlling, is productive land used as agricultural facilities to fulfill their life. Conflict land causes fidgetiness for transmigrant, because of the insecurity.

The emergence of conflict of land tenure in transmigrant community, is caused by: first, that is, there is no model of conflict resolution of land tenure for the transmigration; second, it is the lack of understanding of the the indigenous community on transmigration program, especially on the status of land tenure given to the transmigrant.

Therefore, the aim of this research, namely to identify the causes of conflict of land tenure in transmigrant community. It also tries to formulate the model for resolution of conflict of land tenure in its.

## 2. Study of Literature

### 2.1. *The Definition of Conflict*

Conflict means disputes or disagreements. While the social conflict is the conflict between member or community which is comprehensive in life (The Dictionary of Indonesian Language, 2005: 587). Conflict is the process of achieving goal by weakening the opponent, regardless of norms and values in enforcement (Soerjono Soekanto, 1993:99). In another sense, conflict is a social process which involves challenging people or group with the threat of violence. Social conflict is one form of social interaction between one party with another in the community is characterized by the attitude of mutual threatening, pressing, and destroying each other (J. Dwi Narwoko dan Bagong Suyanto, 2005:68).

### 2.2. *The Land Tenure in Transmigrant Community*

Transmigration is voluntary resettlement to improve welfare and stay in Transmigration area organized by the Government . People who carry out transmigration are called transmigrants. Transmigrants are citizens of the Republic of Indonesia who migrate voluntarily to transmigration areas (see The Article 1 of the Act of Number of 15 of 1997 on Transmigration).

In the implementation of transmigration, the government provides land for the implementation of transmigration. The land obtained by the Government is granted in the right of cultivation, in accordance with the Land Law of Indonesia. If the land to be granted to the transmigrant is controlled by the Enterprise, the land will be submitted to the Government. The land intended for transmigrant is granted with the status of ownership right (see The Article 23 and 24 of the Act of Number of 15 of 1997 on Transmigration).

The allocation of land for the implementation of transmigration, may come from state land or land rights. If it comes from the land of right, it must first be exempt from all rights to the land and everything above it, and then processed its management right. For land controlled by Business Company which is transferred its allotment for transmigration implementation shall be submitted first to the Minister who is entrusted with agrarian affairs which will processes its management right to the Minister. The granting of land rights to transmigrants, shall be done when the transmigrant meets certain conditions stipulated by the Minister (see explanation of The Article 24 of the Act of Number of 15 of 1997 on Transmigration).

### 2.3. *The Legal Protection*

Legal protection is commonly associated with protecting human beings and the natural environment. According to Satjipto Rahardjo (2003:121), the legal protection is the effort to protect one's interests by allocating a power to its in the framework of the interests. Philipus M. Hadjon distinguishes two means of legal protection, namely the protection of preventive law and the protection of repressive law. In preventive legal protection, community is given the opportunity to file an objection or opinion before a government decision in performance of definitive form. Preventive law protection aims to prevent the occurrence of a dispute, while repressive legal protection is in the event of a dispute and aims to resolve the dispute.

### 2.4. *The Right of Land*

In Article 4 (1) and (2) of Law of Number 5 of 1960 on Agrarian Law states that the basis of the right in controlling of the state, determines the existence of various rights of land, which can be given to, and possessed either alone or jointly with other person and legal entities, in which the right to this land authorizes the use of the land concerned in such a manner, as well as the earth and water and the air space thereon are merely necessary for the benefit directly connected with the use of that land , within limits under the Law of Number 5 of 1960 and other higher legal regulations (RG. Kartasapatera, 1986:1).

Land Right is a right received by an individual or legal entity as the holder of power of the land. The right of land, authorizes the owner to use the land (Hasan Warga Kusumah, 1992:72). Furthermore, the right of land as a legal relation which is defined as a right on the surface of the earth authorizing the holder to use the land, along with the earth and water including the airspace above it, is merely necessary for the purposes directly related to the use of the land, within limits - limited by the Law of Number 5 of 1960 and other higher legal regulations (Maria S.W Sumardjono, 2008:128).

## 3. Method of Research

This research uses the type of empirical normative legal research. This type emphasizes the study of jurisprudence and seeks to emphasize the rules of law applicable, in connection with the control of land transmigrant. Furthermore, empirical research is the study of legal science to analyze the facts which occur in the community, especially in the settlement of land ownership conflict of transmigrant as a form of legal protection for the holder of land rights.

The research location is the Regency of East Kolaka, the province of Southeast Sulawesi, Indonesia, as one of the destination of transmigration program where land conflict of transmigrant to take place.

The population in this research, is the community and the local government of East Kolaka Regency which is the place to organize the transmigration program. Sample in this research are transmigrant communities, local communities, and local government agencies which handle transmigration program.

The data required in this research includes primary data and secondary data. Secondary data is obtained by examining certain sources which related to the topic of research. For primary data is done by observation (participatory observation), survey, and interview.

Successfully completed data will be analyzed both at the time the research is underway and after the research in the field. Iterative qualitative data analysis technique is processed through data review, data reduction, data categorization, validity, and data interpretation (Milles and Huberman, 1988).

#### 4. Result and Discussion

The Regency of East Kolaka, is located in Southeast Sulawesi Province which is formed based on The Act of Number of 8 of 2013. Geographically, it located in the western part of Southeast Sulawesi Province, extending from North to South between 2°00'-5°00' South Latitude and stretching from West to East between 120°45' - 124°06' East Longitude. The Regency of East Kolaka is adjacent to North Kolaka regency in the north, The Regency of Konawe Selatan in the east, Regency of Konawe in the south, and the Regency of Kolaka in the west.

Most of the area of East Kolaka is a land with an area of 6,981.38 km<sup>2</sup> and an area of water (sea) is estimated to be ± 15,000 km<sup>2</sup>. There are 12 sub-districts in East Kolaka Regency: Ladongi Sub-district, Lalolae Sub-district, Lambandia Sub-District, Loea Sub-district, Mowewe Sub-District, Poli-Polia Sub-district, Tinondo Sub-District, Tirawuta District, Uluiwoi District, Dangia Sub-District, Aere Sub-District and Ueesi Sub-District. Then, it divided into 133 villages and small towns (*kelurahan* in Indonesia Language), each 126 Villages and 7 small towns.

Specifically, according to the data of the Bureau for Central of Statistics of East Kolaka Timur, divided the villages / small towns, including the poor villages/small towns and the rich villages/small towns:

Kecamatan Subdistrict	Jumlah Desa/Kelurahan Number of Village/Urban Village	Desa Maju Developed Village*)	Desa Tertinggal Undeveloped Village*)
(1)	(2)	(3)	(4)
1. Ladongi	13	8	5
2. Lambandia	20	3	17
3. Tirawuta	13	12	1
4. Mowewe	8	3	5
5. Uluiwoi	13	0	13
6. Tinondo	8	0	8
7. Lalolae	5	4	1
8. Poli-Polia	8	8	0
9. Aere	6	6	0
10. Dangia	6	6	0
11. Loea	8	8	0
<b>Jumlah/Total</b>	<b>135</b>	<b>55</b>	<b>85</b>

Figure 1: The Source of Data: the Bureau for Central of Statistics of East Kolaka of 2015

Population of The Regency of East Kolaka, namely 120. 089 in 2015, the detail as follows:

Kecamatan Subdistrict	Jumlah Penduduk Number of Populations			Rasio Jenis Kelamin Sex Ratio
	Laki-Laki Male	Perempuan Female	Jumlah Total	
(1)	(2)	(3)	(4)	(5)
Ladongi	9 177	8 837	18 014	104
Lambandia	11 633	10 283	21 916	113
Tirawuta	7 203	6 884	14 087	105
Mowewe	4 306	4 200	8 506	103
Uluiwoi	2 720	2 377	5 097	114
Tinondo	4 179	3 855	8 034	108
Lalolae	2 037	1 960	3 997	104
Poli-Polia	6 063	5 590	11 653	108
Aere	4 523	3 993	8 516	113
Dangia	5 212	5 015	10 227	104
Loea	3 609	3 358	6 967	107
Ueesi	1 641	1 434	3 075	114
<b>Kolaka Timur</b>	<b>62 303</b>	<b>57 786</b>	<b>120 089</b>	<b>108</b>

Figure 2: The Source of Data: the Bureau for Central of Statistics of East Kolaka of 2015

The Regency of East Kolaka has become one of the destinations for transmigration program implementation. Based on the region of origin:

Tahun Year	Jabar West Java	Jatim East Java	Jateng Central Java	DKI Jakarta	Bali Bali	TPS Local Trans- miga- tion	Jmlh Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
2008	KK	0	0	0	0	0	100
	Jiwa	0	0	0	0	0	493
2009	KK	12	0	15	22	0	0
	Jiwa	48	0	65	101	0	0
2010	KK	0	0	0	0	0	0
	Jiwa	0	0	0	0	0	0
2011	KK	0	0	0	0	0	0
	Jiwa	0	0	0	0	0	0
2012	KK	0	0	0	0	0	0
	Jiwa	0	0	0	0	0	0
2013	KK	0	0	0	0	0	0
	Jiwa	0	0	0	0	0	0
2014	KK	0	0	0	0	0	0
	Jiwa	0	0	0	0	0	0

Figure 3: The Source of Data: the Bureau for Central of Statistics of East Kolaka of 2015

The area of Regency of East Kolaka makes this area very potential for the deployment of transmigrant from outside Sulawesi. In addition to East Kolaka, other areas also targeted, among others: The Regency of South Konawe, The Regency of North Konawe, The Regency of Muna, The Regency of West Muna, The Regency of Buton, and The Regency of Kolaka. Placement of transmigration based on area of placement in the area of Kolaka Regency in 2008-2012 (before the expansion into East Kolaka District), namely:

Kecamatan/Subdistrict		2008	2009	2010	2011	2012
(1)		(2)	(3)	(4)	(5)	(6)
1. Tanggetada	KK	0	0	0	0	0
	Jiwa	0	0	0	0	0
2. Pomalaa	KK	0	0	0	0	0
	Jiwa	0	0	0	0	0
3. Toari	KK	0	0	0	0	0
	Jiwa	0	0	0	0	0
Jumlah/Total	KK	0	0	0	0	0
	Jiwa	0	0	0	0	0

Figure 4: The Source of Data: the Bureau for Central of Statistics of East Kolaka of 2015

Implementation of transmigration in Southeast Sulawesi where East Kolaka became one of the destination areas, transmigration settlement program implemented is the model of dry land. Every head of the family receives housing, residential land, business land, and life insurance for two years (<http://www.antarasultra.com/berita/281097/sultra-programkan-525-kk-transmigrasi-2016>, August 1<sup>st</sup>, 2017). The total number of transmigrants in Southeast Sulawesi is 513 families, 270 households are local transmigrants and 242 families from transmigrants of indigenous origin. For the District of East Kolaka are 74 families consisting of 47 and 27 households (<https://zonasultra.com/tahun-ini-warga-transmigrasi-di-sultra-menurun.html>, August 1<sup>st</sup>, 2017).

In essence, the implementation of transmigration is for the equitable distribution of the population and the improvement of people's welfare. This is in line with the Act of Number of 15 of 1997 which has been amended by The Act of Number of 29 of 2009 on Transmigration. This Act formulates that the implementation of transmigration, is implemented in an effort to further improve the welfare and participation of the community, the equitable distribution of regional development, and to strengthen the unity of the Indonesia nation through the balanced population, the carrying capacity of nature, and the capacity of the environment-cultural values and customs of society.

In the implementation, there is often a conflict of transmigration land between transmigrant and local resident or indigenous people who have long resided around the transmigration area. The most common conflicts are land conflicts and social conflicts. The factors of conflict in transmigration, among others:

#### 1. Socialization of transmigration program to local communities.

People who register for transmigration program is essentially people who is ready to leave its native land to go and to live in new area, in order to gain a better life. The local government as the implementer of transmigration program in proposing a location, to be the destination of transmigration, must be in accordance with the spatial plan of the region. It seems that the local government of Indonesia, rarely does to socialize on the transmigration program which will be implemented to indigenous community or community surrounding which lives around the residential area of transmigrant (interview to Surya Hatta Amran, The Head of Legal Bureau, Regency of East Kolaka)

#### 2. Occupation of Land Transmigrant.

In Indonesian legislation, it states that the land for transmigration development and transmigration settlement, originates from the state land and or the land right (see: Article of 28 in the Government Regulation of Number of 2 of 1999 on Transmigration Implementation). The land for the transmigration area is determined by the Minister based on the proposal from the local government (Article 5 of Government Regulation of No. 3 of 1994 on Immigration as amended by The Act of Number of 29 of 2009 on Transmigration). In general, the area which is the transmigration sites, is the new area that has not been occupied. New settlement (transmigrant) that impact on increasing economic activity, will increase the economic value of the land in transmigration areas, especially with the opening of road access that may not be realized if the area is not a transmigration destination. It attracted the native people to take control of the land which is actually the property of transmigrants. The factor of the increasing economic value of the

land, is one of the triggers of the conflict ". The increasing inequality in the economic value of the land which shows the contrast of prosperous life between immigrant towards indigenous people (The interview result to transmigrant in the village of Lalowoula, Sub-District Ladongi, Regency of East Kolaka).

### 3. Gap of Sosio Economic

Transmigration development refers to future development in anticipation of the era of globalization, free trade, and investment, so that transmigrant activity covers all business activities, directed at effort to improve efficiency and business activity of market-oriented production, it is a comparative and competitive advantage to be able competing in domestic market and global market. Therefore, the implementation of transmigration is mainly based on the development of agribusiness and agro-industry integrated with other business activities through the utilization of advanced technology in accordance with the socio-cultural development of the community. The main transmigration businesses developed include basic agricultural activities in the broad sense (primary business), basic business of the industry (secondary business), and service and trading business (tertiary business). The main businesses and the kinds of commodities developed should be mutually supportive so as to improve efficiency and productivity. The life and welfare of the transmigrant community often leads to jealousy of indigenous people.

### 4. The presumption of indigenous people's land (*Tanah Adat*)

In Indonesia the existence of indigenous people is acknowledged and protected as long as it is in fact still exist (see the Article 3 of the Act of Number of 5 of 1960 on Agrarian). Based on that, the State implements a number of conditions for the recognition of the existence of indigenous people, namely the existence of indigenous people who carry out all the provisions of customary law, the existence of customary territory, the existence of customary institution and the existence of customary courts (*lembaga adat*). The existence of community group that is still tied to the tribe, it often raises the notion that indigenous people still exist, even though legally does not qualify to be declared as indigenous people. In authors' observation that the people who claim the object of the land dispute in adat land, it could not show the proof that the land is *adat* land (interview to Surya Hatta Amran, The Head of Legal Bureau, Regency of East Kolaka). This assumption that indigenous people still has an impact on the claim that the lands occupied by transmigrants are customary lands taken unilaterally by the government. The lands that are used as transmigration implementation areas are State lands that are lands that are not sealed with any rights which are in the state's control.

Land conflict as social conflict in community where conflict between group of people, can lead to social conflict that result in disruption of national stability and hampering Indonesia's national development. In general, conflict resolution or dispute or dispute can be done in two ways:

1. Litigation is the way of handling conflict through the court. The settlement of land tenure conflict in litigation is done if there is action that can disturb the order and security in the community or it cause harm to individual both physically and non-physically followed up by complaining to law apparatus (police).
2. Non Litigation is the way of handling of conflict outside the court, commonly called Alternative Dispute Resolution (ADR). According to the Act of No. of 30 of 1999 on Arbitration and Alternative Dispute Settlement, Article 1 point 10 states that the Alternative Dispute Settlement is a dispute resolution or disagreement institution through a procedure agreed upon by the parties, namely non-court settlement by means of consultation, negotiation, mediation, conciliation, or expert judgment, and arbitration.
  - a. Negotiation is a means of settling disputes between two or more parties to the conflict, compromising the interests of conflict resolution to reach an agreement.
  - b. Mediation is a way of dispute resolution outside the same court as negotiation. The difference, there is a neutral third party and serves as a mediator who is usually called a mediator. Third parties may only provide suggestion as a solution, because the decision to end the dispute is the parties. The third party must also be neutral, so it can provide objective and impartial advice.
  - c. Arbitration is the same way of dispute resolution with a court where the examiner of the case is not a judge but an arbitrator. In order to arbitrate the arbitration proceedings the essential thing which must exist is an "arbitration clause" in an agreement made before a conflict or dispute arises out of the agreement, or "Arbitration Agreement" in the event of a conflict or dispute arising but there is no arbitration clause in the agreement previous. The arbitration clause contains that the parties will resolve the conflict or dispute through arbitration, thus aborting the court's duty to examine the case. If the case is still filed to the Court then the court must refuse, because the case is already outside the competence of the court because of an arbitration clause or an arbitration agreement.

Non-litigation settlement of conflicts is carried out to resolve disputes by way of consensus deliberation and settlement of conflicts or disputes in a familial manner.

According to Priyatna Abdurrasyid (Dewi Tuti Maryati and B Rini Heryanti, 2011: 49-65) that a non-litigation dispute resolution that can satisfy the parties can be done through a combined process of disputes resolution technique/mechanism. The incorporation of these mechanisms with the objective of saving energy, time, cost, and ensuring the sustainability of contract implementation, ie by means of preliminary mechanisms, namely mediation or conciliation and determination of experts or expert evaluation. Where both mechanisms are unsuccessful, they may proceed through arbitration by being limited by a time established by the law or the provision of final and final binding decision.

Based on three alternatives of non-litigation conflict resolution in East Kolaka Regency, for the settlement of land tenure conflict was formed the Integrated Team for Handling Social Conflict. This team was formed based on the Act of Number of 7 of 2012 on Handling of Social Conflict, and Government Regulation of Number of 2 of 2015 on the Implementation of Act Number of 7 of 2012.

At the central level of the team consists of elements of local government, the Indonesian National Army and its agencies, National Counter Terrorism, National Agency for Disaster Management, National Narcotics Agency, prosecutor's office, and immigration.

Conflict in the transmigration area, according to East Kolaka Bupati, that in East Kolaka for social conflict is still conducive and safe, the usual conflict is the location or land between the transmigration community and the indigenous people. To address the prevalent land conflict issues, the district government established an integrated team on the handling of social conflict (<https://zonasultra.com>, May 15, 2017, access dated 1 August 2017.)

Handling of Social Conflict under Article 1 of the Act of Number of 7 of 2012 is a series of systematic and planned activities in situations and events both before, during and after conflict that includes conflict prevention, cessation of conflict, and post-conflict recovery.

The resolution of the conflict, according to Article 2 of Government Regulation No. 2 of 2015, stipulates that the Government and regional government is in accordance with its authority to prevent conflict through:

- a. Maintenance Of Peaceful Conditions In Society;
- b. Development Of A Peaceful Settlement System;
- c. Prevention of potential conflicts; and
- d. Development of an early warning system.

For conflict prevention and resolution, local government optimize the settlement of disputes peacefully through deliberation to reach consensus by involving the participation of the community, ie religious leaders, and other community elements or social institution.

The settlement of social conflict including land conflict in accordance with the general explanation of the Act of Number of 7 of 2012, that it is the responsibility of the state to provide protection, promotion, enforcement and fulfillment of human rights through the effort of creating a peaceful atmosphere, peaceful, and prosperous both inborn and inner as a form of everyone's right to personal, family, honor, dignity and property protection and the right to security and protection from the threat of fear. Free from fear is a guarantee of the right to life in a safe, peaceful, just and prosperous way.

## 5. Closing

The causes of land tenure conflict of transmigrant community are: 1) Socialization of transmigration program to local community where local government as transmigration program implementer in proposing a location to be transmigration destination must be in accordance with the spatial plan of the region. It is not uncommon then escaped the government's attention is to socialize about the transmigration program that will be implemented; 2) Control of transmigrant land where transmigrant settlements impact on increasing economic activity will increase the economic value of the lands in transmigration areas. This is what then attracted the local people to take control of the lands that are actually the property of transmigrants; 3) The socio-economic gap, the life and welfare of transmigrant communities that experienced post-migration following the transmigration often lead to jealousy of indigenous people whose level of life is not the same as that of transmigrants; 4) The presumption of indigenous peoples land where the existence of community groups that are still bound to the tribe often raises the notion that indigenous peoples still exist even though legally does not qualify to be declared as indigenous peoples. The assumption that indigenous peoples still have an impact on the claim that the lands occupied by transmigrants are customary lands taken unilaterally by the government.

Settlement of land tenure conflict of transmigrant community can be solved by litigation through court and non litigation, namely dispute settlement by consensus deliberation and settlement of conflict or disputes in a familial manner by mediation, negotiation or arbitration. In the resolution of the conflict, the local government optimizes the settlement of disputes peacefully through deliberations to consensus by involving the participation of the community, namely religious leaders, traditional figures, other community elements or customary institutions/social institutions, in addition also formed the Integrated Team Handling Social Conflict based on the Act of Number of 7 of 2012 on Handling of Social Conflict. In order for the transmigration program to be in line with Indonesia's national development objectives, in its implementation, it should involve the community especially in the transmigration program. The clarity of the status of land rights in the community is indispensable, for the sake of orderly administration of land, as well as to avoid conflicts over land tenure without a legal basis.

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