

## The Urgency of Legal Counseling by Land Deed Officials (PPAT) Regarding the Conversion of Agricultural Land Ownership for Tourism Businesses in Badung Regency

Ni Putu Nugraheni<sup>1\*</sup>, I Nyoman Bagiastara<sup>1</sup>

1. Universitas Udayana, Denpasar-Bali, Indonesia

\*Email: niputunugraheni@gmail.com

### How to cite:

Nugraheni, N. P., Bagiastara, I. N. (2026). The Urgency of Legal Counseling by Land Deed Officials (PPAT) Regarding the Conversion of Agricultural Land Ownership for Tourism Businesses in Badung Regency. *Jurnal Notariil*, 11(1), 19-26. Doi. <https://doi.org/10.22225/jn.11.1.2026.19-26>

**Abstract.** This study examines the urgency of legal counseling by PPAT in the practice of converting agricultural land for tourism businesses in Badung Regency. This issue shows a gap between *das sollen* (the social function of land and compliance with spatial planning as regulated in Law Number 5 of 1960 concerning Basic Agrarian Principles and Law Number 26 of 2007 concerning Spatial Planning) and *das sein* (the practice of massive, investment-oriented agricultural land conversion). The method used is normative juridical with a regulatory and conceptual approach. The results of the study show that although the authority of PPAT is limited to the creation of authentic deeds, the function of legal counseling is an inherent preventive responsibility to ensure compliance with spatial planning and guarantee legal certainty. Optimizing this preventive role is important in order to prevent administrative violations, disputes, and impacts on environmental sustainability and food security.

**Keywords:** land use change; legal counseling; PPAT; spatial planning.

## 1. INTRODUCTION

Tourism development, as emphasized in Presidential Instruction No. 9 of 1969 concerning Guidelines for the Development of National Tourism, is aimed at increasing foreign exchange earnings, expanding employment opportunities, and encouraging the growth of supporting industries such as hotels, restaurants, and handicrafts, which have been proven to drive regional economic growth (Febianti & Urbanus, 2017). The development of the tourism sector in Badung Regency has shown rapid growth in recent years. The expansion of villas, restaurants, and various tourist accommodation facilities has driven

an increase in the demand for land for commercial activities. This has had a direct impact on the conversion of agricultural land into land for tourism businesses (Putri, 2026). These changes in land use are influenced not only by economic growth, but also by the high sale value of land in strategic tourism areas.

Normatively, land in the Indonesian legal system has a social function as affirmed in Law No. 5 of 1960 concerning Basic Agrarian Principles (Lakuteru, 2025). Land rights cannot be used solely for personal gain, but must take into account the interests of the community and the provisions of applicable laws and regulations (UTAMA & WIRYANI, 2023).

The principle of social function implies that land use must be in line with the designated use of space and established spatial planning policies (Satrianty & Maulisa, 2024). In the context of spatial planning, Law No. 26 of 2007 on Spatial Planning stipulates that all spatial utilization must refer to the applicable spatial plan. At the regional level, more specific regulations regarding land use in Badung Regency are governed by Badung Regency Regulation No. 4 of 2025 concerning the 2025-2045 Spatial Plan for Badung Regency. This regulation determines zoning and spatial functions, including restrictions on the conversion of agricultural land.

Land conversion is a change in the function of part or all of an area from its planned designation to another function that has implications for the environment, society, and agricultural potential. Therefore, it must be aligned with the Spatial Plan and land use as regulated in Government Regulation No. 16 of 2004 on Land Use and Law Although conceptually land use conversion is inevitable in the dynamics of development and economic growth, the practice of conversion, especially of agricultural land for tourism purposes, often occurs on a massive and uncontrolled scale, driven by investment interests, economic pressures, and a lack of legal understanding among the community (I Gede Putu Putra Wibawa & I Gusti Ngurah Parikesit Widiatedja, 2025).

This situation poses serious problems because land use changes that do not comply with spatial planning regulations have the potential to trigger administrative violations and legal disputes, as well as resulting in the reduction of productive agricultural land, which has an impact on food security and environmental sustainability. Therefore, strict control is needed, oriented towards the principle of balance between economic development and protection of the ecological function of the land (Usman, 1993).

In every legal action related to the transfer or encumbrance of land rights, the Land Deed Official (PPAT) has a strategic position as a public official authorized to draw up authentic deeds (Farras Al-Husein Siregar, 2022). Normatively, the authority of a notary as a PPAT in the context of agricultural land conversion does not lie in

determining the change in land use itself, but rather in drawing up an authentic deed for the legal action that forms the basis for changes in legal data in land registration. Thus, the authority of the PPAT is formal and legal in nature and is limited to the aspect of authenticating legal actions within its jurisdiction, not to the administrative aspect of licensing or approval of changes in land use, which is the authority of the land agency and local government. However, functionally, this role remains strategic because the PPAT deed forms the basis of legitimacy and legal certainty in the process of converting agricultural land (Nurfransiska et al., 2025).

This authority is not merely administrative, but also carries professional and ethical responsibilities. As a PPAT, notaries have an obligation to ensure that the legal actions set forth in deeds do not conflict with the provisions of laws and regulations, including spatial planning provisions (I Kadek Mahardika Rangga Dhinata & I Made Walesa Putra, 2025). One form of this responsibility is providing legal counseling to the parties before the deed is signed. Legal counseling is a preventive instrument that aims to provide an understanding of the rights, obligations, and legal consequences of the actions taken (Tenggara, 2024). In the context of converting agricultural land for tourism purposes, legal counseling is important to ensure that land use is in accordance with spatial planning and does not violate agrarian or spatial planning regulations (Divanti, 2025).

Issues arise regarding the limits of authority and responsibility of PPAT in legal actions related to the conversion of agricultural land (Pranata et al., 2025). Normatively, PPATs are authorized to issue authentic deeds as the basis for changes to legal data in land registration, but they do not have the authority to determine changes in land use or grant land use permits (Febrianti et al., 2024). This situation raises questions about the extent of the professional and ethical responsibilities of PPATs in ensuring that legal actions recorded in deeds do not conflict with spatial planning provisions and the principles of land use as stipulated in Law No. 5 of 1960 concerning Basic Agrarian Principles and Law No. 26 of 2007 concerning Spatial Planning.

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Based on this background, this study will discuss the limits of PPAT's authority in legal actions related to the conversion of agricultural land ownership. It will also examine whether the legal counseling function of PPAT has been optimized as a preventive instrument in preventing spatial planning violations and ensuring legal certainty for all parties. These questions are the core of this study in order to emphasize the preventive role of PPAT in supporting legal certainty, compliance with spatial planning, and sustainable development.

The author can vouch for the authenticity of this article. To prove this, the author will compare this article with other studies on similar themes but with different focuses. The first study was conducted by Anak Agung Gede Pararaton (2023) and is titled "Research on the Authority of PPAT in the Implementation of Land Conversion for Tourism Investment in Badung Regency." This study focuses on the formal authority of PPAT in the process of implementing land conversion for tourism investment purposes. Meanwhile, this study not only examines formal authority but also specifically examines the limits of PPAT's authority in the context of legal actions related to the conversion of agricultural land rights, including preventive measures through legal counseling.

The second study was conducted by Julius C. Barito (2011) entitled a juridical analysis of the authority of PPAT in the preparation of deeds of sale and purchase of Building Use Rights on Management Rights land. The study focuses on the authority of PPAT in the preparation of deeds of sale and purchase in the context of the relationship between Building Use Rights and Management Rights. The difference with this study lies in the object and focus of the study. This study does not discuss the relationship between certain types of land rights, but specifically examines the optimization of the legal counseling function by PPAT as a preventive instrument in preventing spatial planning violations and ensuring legal certainty regarding the conversion of agricultural land for tourism businesses. Thus, this study is novel because it places legal counseling as a preventive dimension of the PPAT's authority in the practice of converting agricultural land, which has not been the main focus of previous studies.

## 2. METHOD

This paper uses normative legal research methods because the focus of the study stems from the ambiguity of norms, using the following approaches: statute approach, conceptual approach, and analytical approach. The technique used to search for legal materials is document study, and the analysis of the study uses qualitative analysis.

## 3. RESULT AND DISCUSSION

### Limits of Authority of Land Deed Officials in the Transfer of Agricultural Land Ownership

The establishment of the position of Land Deed Official (PPAT) is rooted in the mandate of land registration as stipulated in Article 19 paragraph (1) of the Basic Agrarian Law, which requires the state to organize land registration in order to guarantee legal certainty. This provision is further elaborated in Government Regulation No. 24 of 1997 on Land Registration, which requires that every legal action concerning land rights, such as transfer, encumbrance, or granting of new rights, must be evidenced by a deed drawn up by and before an authorized official. Within this framework, PPATs occupy the position of public officials as well as extensions of the National Land Agency in the land registration system, because the deeds they draw up serve as the constitutive basis for changes to legal data at the Land Office.

Based on Government Regulation No. 37 of 1998 concerning amendments to Government Regulation No. 24 of 2016 concerning Regulations on the Position of Land Deed Officials, the authority of PPAT is limited, namely to the preparation of authentic deeds concerning certain legal actions on land rights or ownership rights to apartment units. PPATs do not have the competence to determine changes in land use or grant land use conversion permits, as this authority lies with the local government and land agencies in accordance with spatial planning regulations. In addition to having the authority to draw up deeds, PPATs also have procedural obligations, such as checking certificates, ensuring that formal and material requirements are met, and submitting documents for registration no later than 7 (seven) days from the date the

deed is signed until the certificate is issued in the name of the entitled party. Thus, the role of PPAT is not merely administrative, but also ensures legal order and certainty in every change of land data (Hartanto, 2012).

From an accountability perspective, the form of PPAT responsibility adheres to the principle of fault-based liability. PPAT can only be held accountable if they are proven to have committed an error or violation in the process of creating an authentic deed. If the fault stems from false statements or bad faith on the part of the parties, then the responsibility lies with the parties concerned, because legally, the PPAT basically records the statements of the parties in the form of a deed in accordance with legal procedures. Thus, the limits of the PPAT's responsibility lie in the careful, thorough, and lawful exercise of its authority and duties.

The construction of this responsibility cannot be separated from the main objective of land registration, which is to achieve legal certainty in land matters. This effort is pursued through two main instruments, namely the availability of complete and clear written legal instruments and the implementation of an effective land registration system. Legal certainty includes certainty regarding the subject of rights (persons or legal entities holding rights) and the object of rights (location, boundaries, and area of land). As a concrete guarantee, registered rights holders are given proof of rights that facilitates verification. In this context, deeds made by PPATs are important instruments because they serve as the basis for changes in legal data in the land registration system.

In carrying out their duties, PPATs are bound by a number of prohibitions as stipulated in Government Regulation Number 24 of 1997 concerning Land Registration, Government Regulation No. 24 of 2016 concerning amendments to Government Regulation No. 37 of 1998 concerning Regulations on the Position of Land Deed Officials, and Regulation of the Head of the National Land Agency No. 1 of 2006 concerning Implementation Provisions of Government Regulation No. 37 of 1998 concerning Regulations on the Position of Land Deed Officials. These prohibitions include: drawing up deeds based on absolute power of attorney for the transfer

of rights; drawing up deeds without the permission of the authorized official; drawing up deeds for objects that are in dispute; acting outside the work area; carrying out duties before taking the oath; having more than one office; drawing up deeds for oneself or certain family members; leaving the office for more than six consecutive working days without leave; drawing up deeds during leave or temporary suspension; and charging fees in excess of 1% of the transaction value stated in the deed. Serious violations of the duties and prohibitions of the position, or the imposition of a prison sentence with a final and binding decision with a threat of five years or more, can result in dishonorable dismissal as a PPAT. Thus, the regulations regarding authority, duties, and prohibitions reflect the principles of prudence and accountability in the implementation of the PPAT's functions as a public official in the field of land.

The practice of converting agricultural land for tourism businesses in Badung Regency places the PPAT in a very strategic position because the deeds they draw up become the initial instrument of legitimacy for the transformation of land use. This is where the tension between the formal scope of the PPAT's authority and their professional ethical responsibilities becomes apparent. Although not authorized to change land use, the PPAT cannot escape the obligation to ensure that the legal actions set forth in the deed do not conflict with spatial planning provisions as regulated in Law No. 26 of 2007 and the principle of social function of land in Law No. 5 of 1960.

Thus, the limits of the PPAT's authority lie in the formal aspects of deed preparation, but their professional responsibilities extend to the obligation to perform normative verification of the conformity of legal actions with laws and regulations. If the PPAT ignores the aspect of spatial planning compliance and continues to draw up deeds for land that is clearly located in a protected agricultural zone, then from an ethical and administrative perspective, they can be considered to have failed to exercise due diligence. Therefore, the limits of authority should not be interpreted as limits of responsibility, but rather understood as formal competency limits that are accompanied by professional obligations to

maintain legal certainty and order in land matters.

### **The Urgency of Legal Counseling by Notaries as Land Deed Officials as a Preventive Instrument**

In the Indonesian legal system, both notaries and land deed officials (PPAT) are public officials authorized by the state to draw up certain authentic deeds. Although both serve to produce legal documents that have full probative force, the legal basis governing them is different. Notaries are regulated by Law No. 2 of 2014 concerning amendments to Law No. 30 of 2004 concerning the Position of Notaries, while PPATs are regulated in Government Regulation Number 24 of 2016 concerning amendments to Government Regulation Number 37 of 1998 concerning Regulations on the Position of Land Deed Officials as an implementation of the provisions of the Basic Agrarian Law and Government Regulation Number 24 of 1997 concerning Land Registration. Another difference is evident in the institutions authorized to appoint and supervise the two: Notaries are under the supervision of the Minister of Law and Human Rights, while PPATs are under the authority of the Head of the National Land Agency (BPN).

The authority of PPAT focuses on the creation of authentic deeds regarding certain legal actions related to land rights and ownership rights to apartment units. These deeds form the basis for changes to land registration data at the local land office. In practice, PPAT acts not only as a deed maker, but also as a verifier and guarantor of legal certainty for the parties in every land transaction. These responsibilities include verifying land ownership, examining legal data, administering tax payments such as BPHTB, storing copies of deeds, and reporting transactions to the BPN. Thus, PPATs play a strategic role in ensuring that the entire process of land rights transfer is carried out in accordance with applicable laws.

The legal counseling function of PPATs is a preventive measure inherent to their position as notaries. Legal counseling is not only understood as a formal explanation of the contents of a deed, but also as an educational process that provides the parties with a comprehensive understanding of the legal status of the

land, spatial planning compliance, potential administrative violations, and the legal consequences if the use of the land conflicts with the regional spatial plan. In this context, the urgency of legal counseling by notaries as PPATs becomes very important. Based on Article 15 of Law Number 2 of 2014 concerning amendments to Law Number 30 of 2004 concerning the Position of Notary, notaries have the authority to draw up deeds related to land. However, this authority is not only administrative in nature, but also has an educational function in the form of providing legal counseling to the parties. The legal counseling provided by notaries aims to ensure that the parties understand the legal implications of every legal action taken, so that they can avoid potential disputes in the future.

The legal counseling provided by notaries as PPATs has a strong constitutional basis, as affirmed in the 1945 Constitution of the Republic of Indonesia, specifically Article 27 paragraph (1), which stipulates that "all citizens are equal before the law and the government and are obliged to uphold the law without exception." This provision affirms that every citizen has the right to adequate legal protection and understanding. Therefore, legal counseling by notaries and PPATs is part of the implementation of the rule of law, which not only guarantees formal legal certainty but also increases public legal awareness.

Furthermore, legal counseling by notaries as PPATs is an important instrument in promoting orderly land administration and preventing the abuse of land rights, especially amid the increasing need for land for development and investment. By providing clear explanations of the contents and consequences of the deeds they draw up, PPATs help the parties understand their rights and obligations proportionally. This is in line with the social function of land as stipulated in Article 6 of the Basic Agrarian Law, which emphasizes that all land rights have a social function. Thus, legal counseling by notaries as PPATs is not only a form of public service but also part of the legal profession's responsibility in realizing justice and legal certainty in the land sector.

Badung Regency is experiencing high pressure from tourism investment, making legal counseling even more urgent. The

uncontrolled conversion of agricultural land has the potential to cause agrarian conflicts, environmental degradation, and threats to regional food security (Hatu & Tanah, 2018). Therefore, legal counseling by notaries as PPATs must be positioned as an early legal control mechanism before legal actions are formalized in authentic deeds. Optimizing this function requires PPATs to actively examine supporting documents, such as spatial planning compliance and spatial utilization permits, and to explicitly explain to the parties if there is potential for non-compliance. From a legal certainty perspective, these preventive measures strengthen the legitimacy of deeds and minimize the risk of cancellation, administrative sanctions, and disputes in the future. Thus, legal counseling is not merely a moral obligation, but a concrete manifestation of the principles of prudence and preventive legal protection.

#### **Optimizing PPAT Preventive Measures in the Conversion of Agricultural Land Ownership for Tourism Businesses**

The discourse on agricultural land conversion cannot be separated from the paradigm of sustainable development, which demands a balance between economic growth, environmental protection, and social justice. Within this framework, PPATs not only function as recorders of the parties' intentions, but also as actors who contribute to orderly land administration and spatial planning compliance.

Optimizing the preventive role of PPAT requires strengthening the integration between land information and spatial planning systems, increasing professional capacity, and affirming ethical standards in notarial and PPAT practices. If the legal counseling function is carried out consistently, PPAT can act as the front line in preventing land conversion practices that are contrary to regional spatial planning policies. In this context, legal counseling serves as a bridge between norms (*das sollen*) and practical realities (*das sein*), as well as an instrument to ensure that tourism development remains within the corridor of law and the principles of the social function of land.

Land ownership rights are the strongest and most comprehensive rights in the national land law system. This provision is

confirmed in Article 20 paragraph (1) of Law Number 5 of 1960 concerning Basic Agrarian Principles (UUPA), which stipulates that ownership rights are hereditary, the strongest, and the most complete rights that a person can have over land. However, the power of ownership rights is not absolute. Article 6 of the UUPA emphasizes that all land rights have a social function. This means that the use of land, including agricultural land, cannot be based solely on individual interests, but must take into account the interests of the wider community, environmental balance, and spatial planning policies (Harsono, 2007). In the context of agricultural land, restrictions on changes in land use are further reinforced by Law No. 41 of 2009 on the Protection of Sustainable Food Agricultural Land. This law was enacted in response to the massive rate of agricultural land conversion, which has the potential to threaten national food security. In principle, the conversion of privately owned agricultural land is possible, but it must meet strict requirements, including compliance with regional spatial plans and obtaining permission from the competent authorities. Thus, Indonesian land law explicitly classifies agricultural land as a strategic asset whose function cannot be freely converted.

On the other hand, the development of the tourism sector in Badung Regency has led to an increased demand for land for the construction of hotels, villas, restaurants, and other supporting facilities. The conversion of agricultural land into tourism business land is often seen as a logical consequence of regional economic growth. However, the issue is not as simple as a transfer of rights through a sale and purchase mechanism or other transfer of rights. Any change in land use must be in line with the spatial plan as stipulated in Law Number 26 of 2007 concerning Spatial Planning. Inconsistencies between land use and spatial plans can have serious legal implications, including the cancellation of permits and potential disputes. This is where the preventive role of the Land Deed Official (PPAT) becomes crucial. Normatively, the PPAT is tasked with creating authentic deeds as evidence that certain legal actions regarding land rights have been carried out. However, in practice, this function cannot be reduced to merely

recording the wishes of the parties. The PPAT is in a strategic position as a "gatekeeper" who determines whether a legal action is eligible to be formalized in a deed or should be postponed or rejected because it does not meet legal requirements.

The optimization of PPAT's preventive efforts in the conversion of agricultural land can be analyzed in three main dimensions. First, the dimension of legal and spatial verification. PPATs are required to ensure that the land to be converted is not included in the category of protected agricultural land, is not located in an area zoned for permanent agriculture, and is not currently in dispute. This examination is not only a form of administrative prudence, but also a concrete implementation of the principle of the social function of land. If PPATs ignore spatial planning and agricultural land protection aspects, the deeds they draw up have the potential to become a gateway to structural violations of agrarian policy.

Second, the dimension of legal counseling. In the context of converting agricultural land for tourism businesses, the parties are often oriented towards short-term economic gains without understanding the long-term legal consequences. Legal counseling by PPAT is an important instrument to explain legal boundaries, licensing obligations, potential administrative sanctions, and even the possibility of cancellation in the event of spatial planning violations. This is where PPAT plays a role in bridging the gap between norms (*das sollen*) and practices in the field (*das sein*). Legal counseling is not merely an ethical formality, but part of professional responsibility to prevent the creation of flawed legal actions from the outset.

Third, the dimension of professional integrity and courage. Optimizing the preventive role will not be realized without the independence and assertiveness of PPAT. In practice, economic pressures and investment interests often encourage the acceleration of processes without in-depth review. However, PPAT has an obligation to refuse to issue deeds if the formal and material requirements are not met. This refusal is a form of preventive legal protection, both for the parties and for the land system as a whole. Thus, it can be

emphasized that optimizing the PPAT's preventive efforts in the conversion of agricultural land for tourism purposes is not merely a technical matter of deed preparation, but part of a constitutional responsibility to realize legal certainty, agrarian justice, and sustainable development. PPATs do not only act as administrative officials, but also as strategic actors in maintaining a balance between economic and public interests in the management of agrarian resources.

## 4. CONCLUSION

Based on the results of the study, it can be concluded that the urgency of legal counseling by Land Deed Officials (PPAT) in the practice of converting agricultural land for tourism businesses in Badung Regency lies in its function as a preventive instrument in bridging the gap between legal norms and the reality of investment practices. Although the formal authority of PPAT is limited to the creation of authentic deeds as the basis for changes in juridical data in the land registration system, their professional and ethical responsibilities do not stop at administrative aspects alone, but extend to the obligation to ensure that formalized legal actions do not conflict with the principles of the social function of land as stipulated in Law Number 5 of 1960 concerning Basic Agrarian Principles -Pokok Agraria (UUPA), spatial planning provisions in Law Number 26 of 2007, and sustainable agricultural land protection policies. In the context of high pressure from tourism investment, legal counseling by notaries as PPATs serves as an initial control mechanism to prevent spatial planning violations, agrarian conflicts, environmental degradation, and the depletion of productive agricultural land. Thus, optimizing the function of legal counseling is not merely a moral obligation, but a concrete manifestation of the principles of prudence, preventive legal protection, and the PPAT's tangible contribution to realizing legal certainty, agrarian justice, and sustainable tourism development.

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