

Legal Limitations and Supervision of Land Rights by Foreign Nationals in the Context of Agrarian Sovereignty

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Abstract

Land rights management by foreign nationals (WNA) is a strategic issue in the context of Indonesia's agrarian sovereignty. The Basic Agrarian Law (UUPA) No. 5 of 1960 and related regulations limit the rights of foreign nationals to only use rights and lease rights, with the aim of protecting land as a strategic resource for the nation. However, in practice, various legal loopholes and weak supervision allow violations to occur, such as legal smuggling through the use of third parties (nominees). This study aims to analyze the legal limitations on land rights by foreign nationals, the supervision mechanisms carried out by the government, and the challenges faced in their implementation. This study uses a juridical-normative method with a descriptive-analytical approach. Data were obtained through a literature study of applicable regulations, such as the UUPA and Government Regulation No. 18 of 2021, as well as an analysis of cases of legal violations related to land ownership by foreign nationals. The results of the study show that although regulations have been designed to limit the rights of foreign nationals, there are still weaknesses in the supervision system, such as the lack of digitalization of land registration, weak coordination between agencies, and pressure from parties who prioritize foreign investment. This study recommends strengthening the monitoring system through digitizing land data, increasing human resource capacity in the Ministry of ATR/BPN, and harmonizing cross-sector policies. With these steps, it is hoped that agrarian sovereignty can continue to be maintained without sacrificing economic opportunities from foreign investment.

Keywords: land rights, foreign citizens, agrarian sovereignty, legal supervision, foreign investment.

INTRODUCTION

Land rights are a fundamental part of a country's sovereignty because land not only functions as a strategic natural resource but also as the main basis for economic, social, and cultural development. (Sabuera, 2024). Wise and fair land management is an important prerequisite for ensuring people's welfare, considering that land is a limited and non-renewable asset. Therefore, land management by the state is strictly regulated through the Basic Agrarian Law (UUPA) No. 5 of 1960. UUPA is the main legal basis that regulates land ownership, use, and management, including restrictions for foreign citizens (WNA). In its articles, UUPA emphasizes that only Indonesian citizens (WNI) have the right to own land, while foreign citizens are only allowed to use land through use rights or lease rights under certain conditions. (Wulandari, 2024).

This limitation aims to maintain Indonesia's agrarian sovereignty, as reflected in Article 33 paragraph (3) of the 1945 Constitution, which states that "The land, water, and natural resources contained therein are controlled by the state and used for the greatest prosperity of the people." This principle shows that the management of land resources must be fully directed towards national interests, not foreign parties. However, in practice, economic globalization and increased foreign investment often give rise to new challenges that have the potential to damage the agrarian legal order.

The Indonesian government recognizes the importance of protecting land as a strategic asset of the nation, but on the other hand, openness to foreign investment is needed to encourage economic growth. Government Regulation No. 18 of 2021 concerning Management Rights, Land Rights, and Land Registration is one of the regulations that provides space for foreign nationals to have usage rights with certain conditions and periods. However, even though these limitations have been explicitly regulated, violations still often occur, both through abuse of rights and legal loopholes that have not been closed. One of the main challenges is the practice of legal smuggling, such as the use of third-party names

(nominees) by foreign nationals to control land indirectly. (Wahyono et al., 2023). This practice violates the law and is contrary to the spirit of the UUPA.

This gap shows weaknesses in supervision carried out by the government, both at the central and regional levels. The administrative system that is not yet fully digital and integrated also complicates the supervision of land transactions involving foreign nationals. This weakness in supervision has the potential to hurt agrarian sovereignty. When foreign nationals illegally control land in Indonesia, state control over agrarian resources is weakened. This not only threatens the sustainability of land management but can also create social inequality in society, considering the increasingly urgent need for land for residents. In some cases, land ownership by foreign nationals has even caused agrarian conflicts at the local level, especially in areas that are centers of foreign investment. It is important to understand that land has a vital role in supporting national development. In the National Medium-Term Development Plan (RPJMN), land management is directed to support the balance of economic, social, and environmental development. (Tejawati et al., 2023). Therefore, regulations regarding land rights by foreign nationals must maintain harmony between attracting foreign investment and protecting national interests. This balance can only be achieved if a strong supervisory mechanism is consistently applied.

Supervision of land rights by foreign nationals is carried out by the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN) through various mechanisms, such as land registration, document verification, and supervision of land use permits. (Sari & Reykasari, 2024). However, weaknesses in personnel capacity, lack of transparency, and minimal coordination between agencies are often the main obstacles to implementing supervision. In addition, pressure from certain parties to prioritize foreign investment interests often makes supervision less than optimal.

On the other hand, an uncontrolled increase in foreign investment can lead to land conversion that is detrimental to local communities. (Achmad & Indradewi, 2022). For example, some areas that used to be productive agricultural land have now turned into business areas or luxury settlements for foreign interests. This condition not only threatens national food security but also reduces local people's access to land resources. In this context, legal restrictions on land rights by foreign nationals have a strategic role in protecting the interests of the people. (Palupi et al., 2020).

Although the regulations have been well designed, there is still an urgent need to reform the oversight mechanism to be more responsive to the challenges of the times. Digitizing the land registration system, strengthening the capacity of ATR/BPN personnel, and inter-agency coordination are some of the important steps that must be taken. Thus, existing regulations will not only become legal norms, but can also be implemented effectively to protect Indonesia's agrarian sovereignty.

This study aims to analyze in depth the legal limitations governing land rights by foreign nationals, the monitoring mechanisms carried out by the government, and the challenges faced in their implementation. Through a juridical-normative and descriptive-analytical approach, this study is expected to provide relevant recommendations to strengthen land management in maintaining Indonesia's agrarian sovereignty amidst global pressures.

MATERIALS AND METHODS

This study uses a juridical-normative approach, namely an analysis of applicable laws and regulations and related legal literature to understand the legal limitations on land rights by foreign citizens (WNA) in the context of agrarian sovereignty in Indonesia. This study also adopts a descriptive-analytical approach, which aims to provide a systematic overview of legal limitations, monitoring mechanisms, and challenges faced in their implementation.

The data sources in this study consist of primary data and secondary data. Primary data are case studies related to violations of land ownership by foreign nationals in Indonesia, including court decisions or government reports. While secondary data includes laws and regulations, such as the Basic Agrarian Law No. 5 of 1960, Government Regulation No. 18 of 2021, and other related regulations. Scientific articles, policy reports, and relevant previous research results. Data obtained from various sources will be processed and compared to find the relationship between applicable regulations, their implementation

in the field, and the effectiveness of supervision carried out by the authorities. This approach allows researchers to identify legal issues and provide relevant recommendations.

This research focuses on the analysis of regulations in Indonesia, so the results are more local and do not directly discuss the international context. In addition, empirical studies are limited to documented cases. This method is expected to provide a comprehensive picture of the limitations and legal supervision of land rights by foreign nationals and their implications for agrarian sovereignty in Indonesia.

RESULTS

Legal Limitations on Land Rights of Foreign Nationals (WNA)

Land rights have a strategic position in Indonesian agrarian law, where the regulation aims to maintain state sovereignty while protecting the people's rights to this limited resource (T. S. Kartadimadja et al, 2020). In the context of foreign citizens (WNA), the Basic Agrarian Law (UUPA) No. 5 of 1960 is the main basis that stipulates that only Indonesian citizens (WNI) have the right to own land. This ownership right is exclusive and cannot be owned by WNA, except with other, more limited legal statuses, such as use rights or lease rights. (Meutia & Hermawan, 2024). This provision aims to ensure that land remains a strategic asset of the nation that is used as much as possible for the prosperity of the people in accordance with Article 33, paragraph (3) of the 1945 Constitution.

In addition to the UUPA, there are a number of derivative regulations that emphasize these legal limitations, such as Government Regulation (PP) No. 18 of 2021 concerning Management Rights, Land Rights, and Land Registration. In this regulation, foreign nationals are given the right to use for certain purposes with limited conditions and time periods, for example, to establish a residence, business, or other activities that do not conflict with national interests. This right to use can only be obtained if the foreign national has a certain residence permit in Indonesia. These rights cannot be transferred to other parties without government approval. This shows the existence of a strict control mechanism to prevent foreign nationals from dominating land in Indonesia (Bimo Kusumo Putro Indarto, et al, 2022).

However, in its implementation, these legal limitations often face challenges in the field. One of the legal loopholes that is often exploited by foreign nationals is the use of nominees, namely, using the name of an Indonesian citizen as the formal owner of the land, while control and management remain in the hands of foreign nationals. (Putri et al., 2022). This practice involves an unwritten agreement or secret document between the two parties, making it difficult for the government to detect. The practice of nominees not only violates agrarian regulations but also undermines the spirit of agrarian sovereignty, which is the basis for land management in Indonesia.

In addition, the pressures of globalization and the need for foreign investment also create their own dilemmas. Land is often one of the main assets sought by foreign investors, especially in the property, tourism, and infrastructure sectors. Indonesia's openness to foreign investment is indeed necessary to drive economic growth, but on the other hand, without strict supervision, this openness has the potential to blur existing legal boundaries. As a result, some foreign nationals try to exploit regulatory weaknesses to gain illegal land control.

The government has attempted to address these challenges through various mechanisms. One of them is the implementation of a digital land registration system through the Complete Systematic Land Registration (PTSL) program. (Cahyono et al., 2025). This program aims to create a transparent and accurate database, so that land rights transactions or transfers can be better monitored. Although this program has shown positive results in several regions, its implementation is still uneven nationally. Many areas, especially in remote areas, still rely on manual systems that are prone to manipulation.

Legal limitations on land rights by foreign nationals are also related to the issue of social justice. Land is a limited resource, so the government must ensure that its use is prioritized for the benefit of the Indonesian people. In some cases, land ownership by foreign nationals, both legally and illegally, has led to agrarian conflicts at the local level. (Dewi & Susantio, 2024). These conflicts often involve indigenous peoples or farmers who lose access to land due to control by foreign parties. This emphasizes the importance of stricter regulations and effective supervision to prevent negative impacts on local communities.

In addition, legal boundaries must also be strengthened through strict law enforcement. Currently, sanctions against violations of legal boundaries by foreign nationals are still considered ineffective. In some cases, violations of the law only end with mediation or administrative fines without providing a deterrent effect. Stricter law enforcement, such as revocation of usage rights or deportation for foreign nationals who violate, needs to be implemented to provide maximum protection for land as a national asset. (Ningtyas, 2023).

From an international perspective, many other countries also impose restrictions on land rights for foreign nationals. For example, in Thailand and the Philippines, foreign nationals are prohibited from owning land and are only allowed to rent for a certain period of time. This comparison shows that restrictions on land rights for foreign nationals are not only local policies but also strategic measures implemented in many countries to protect their sovereignty and national interests.

Considering these various aspects, the legal limitations on land rights by foreign nationals in Indonesia actually have a strong foundation. However, weaknesses in supervision and law enforcement are still major challenges that must be addressed immediately. Strengthening regulations and coordination between agencies are important steps to ensure that these limitations can be implemented effectively.

In conclusion, legal restrictions on land rights by foreign nationals are a strategic effort to maintain agrarian sovereignty and protect the interests of the Indonesian people. Although it has a clear legal basis, more effective supervision and enforcement are needed to close existing legal loopholes. With these steps, it is hoped that land as a strategic asset of the nation can be managed wisely and fairly for the welfare of all Indonesian people.

Challenges in the Supervision of Land Rights by Foreign Nationals

Supervision of land rights by foreign nationals (WNA) in Indonesia is an important issue in maintaining agrarian sovereignty and protecting national interests. Although regulations related to restrictions on land rights for WNA have been clearly regulated through the Basic Agrarian Law (UUPA) No. 5 of 1960, as well as a number of derivative regulations such as Government Regulation (PP) No. 18 of 2021, implementation and supervision in the field still face various challenges. One of the main problems is the weak law enforcement against violations of established restrictions, such as nominee practices and misuse of use rights by WNA.

One of the legal bases for this supervision is Article 33, paragraph (3) of the 1945 Constitution, which states that "The land and water and the natural resources contained therein are controlled by the state and used for the greatest prosperity of the people." UUPA implements this principle by limiting land ownership rights only to Indonesian citizens (WNI), while foreign nationals can only have usage rights or lease rights with certain requirements. However, weak supervision often leads to irregularities, where foreign nationals control land illegally through third parties or nominees.

Digitization of land data through the Complete Systematic Land Registration (PTSL) program initiated by the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN) is one of the government's efforts to increase transparency and accountability in supervision. (Noer et al., 2024). However, the implementation of this program has not been evenly distributed throughout Indonesia. In remote areas, the land registration process is still carried out manually, making it vulnerable to data manipulation and misuse by certain parties. In addition, limited infrastructure and human resources are also obstacles to the optimal implementation of digitalization.

Coordination between related agencies is also a challenge in supervision. Land management involves various parties, including the Ministry of ATR/BPN, local governments, and law enforcement agencies. The lack of harmonization of policies and communication between agencies often leads to overlapping authority and confusion in the implementation of supervision. For example, in some cases, the right to use permits granted by local governments do not comply with central regulations, thus opening up loopholes for foreign nationals to take advantage of the situation.

In addition to technical issues, economic pressure to attract foreign investment is also a major challenge. Amid the need to drive economic growth, the government often faces a dilemma between maintaining agrarian sovereignty and opening up opportunities for foreign investors. Several pro-investment policies, such as the Job Creation Law (Law No. 11 of 2020), although intended to simplify the investment process,

have the potential to loosen supervision of land use by foreign nationals. This raises the risk of violations that are more difficult to detect.

The nominee practice is a special challenge that requires serious attention. In this practice, foreign nationals use the name of Indonesian citizens as formal land owners, while actual control remains in the hands of foreign nationals. This practice involves agreement documents that are difficult for authorities to detect because they are not officially registered. The nominee's practice not only violates agrarian law but also undermines social justice because it threatens local communities' access to limited land resources. (Respati & Sapsudin, 2024).

Weak law enforcement is also a major factor that exacerbates the challenges in supervision. In many cases, violations of land rights restrictions by foreign nationals only end with administrative fines or mediation, without providing a deterrent effect. In fact, Article 132 of the UUPA has regulated strict sanctions, including the cancellation of land rights obtained illegally. This lack of strict law enforcement is often the main reason why violations continue to recur.

Another issue that arises is the lack of community participation in supervision. Many people do not know the regulations related to the limitations of land rights by foreign nationals, so they do not have the capacity to report or monitor violations in their areas. Legal counseling to the community needs to be improved so that they can play an active role in maintaining agrarian sovereignty in their respective areas. In the international context, several countries such as Thailand and the Philippines have successfully implemented strict restrictions on land rights for foreign nationals with better supervision. Lessons from these countries show that strengthening regulations must be accompanied by investment in surveillance technology and competent human resources. Indonesia can take similar steps by accelerating the implementation of digital systems and strengthening the existing legal framework.

In conclusion, the challenges in supervising land rights by foreign nationals in Indonesia cover various aspects, ranging from weak administrative systems, poor coordination between agencies, to ineffective law enforcement. To overcome these challenges, the government needs to strengthen supervision through digitalization, harmonization of cross-sector policies, increase human resource capacity, and implement stricter law enforcement. These steps are important to maintain agrarian sovereignty and ensure that land remains a strategic asset for the prosperity of the Indonesian people.

Recommendations for Strengthening Supervision and Management of Land Rights

Supervision and management of land rights in Indonesia require serious strengthening steps to maintain agrarian sovereignty and protect the interests of the people. Based on the Basic Agrarian Law (UUPA) No. 5 of 1960, land ownership rights can only be owned by Indonesian citizens (WNI), while foreign citizens (WNA) are only allowed to obtain use rights or lease rights with certain limitations. However, challenges in supervision, such as nominee practices, weak law enforcement, and a lack of digitalization of the land system, require strategic recommendations that can increase the effectiveness of regulations. (Naiborhu, 2024).

Digitization of land data through the Complete Systematic Land Registration (PTSL) program initiated by the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN) must be a top priority. With digitization, the government can increase transparency, accuracy, and accountability in managing land rights. (Putri et al., 2022). Article 19 of the UUPA emphasizes the importance of land registration to provide legal certainty. This digitization must cover the entire territory of Indonesia, including remote areas, so that every transfer of land rights can be recorded and monitored in real time. Law enforcement must be the main step in overcoming violations of land rights by foreign nationals. Article 132 of the UUPA regulates sanctions for parties who violate agrarian provisions, including the cancellation of land rights obtained illegally. The government needs to apply stricter sanctions, such as revocation of use rights or deportation for foreign nationals who are proven to have violated regulations. In addition, increasing the capacity of law enforcement agencies in detecting and handling agrarian violations is an important step to provide a deterrent effect (Diya Ul Akmal et al, 2023).

Better coordination between the Ministry of ATR/BPN, local governments, and law enforcement agencies is needed to avoid overlapping policies and weaknesses in supervision. This harmonization can be done through the integration of information systems between agencies so that land data can be

accessed and verified by all relevant parties. In addition, foreign investment policies, as stipulated in Law No. 11 of 2020 concerning Job Creation, must be aligned with the principles of land management in the UUPA to prevent foreign domination of this strategic asset.

Nominee practices, where foreign nationals use the names of Indonesian nationals to control land, require special supervision. (Faebriyanti & Hidayat, 2024). The government can impose additional verification mechanisms on every land transaction involving foreign nationals. In addition, special regulations are needed that regulate sanctions against parties involved in nominee practices, including Indonesian nationals who lend their names. This regulation must be complemented by strict supervision through a digital system that can detect suspicious transactions.

Community participation in monitoring land rights must be increased through intensive legal counseling. Many people do not yet understand the regulations regarding the limitations of land rights for foreign nationals. By increasing legal literacy, the community can play an active role in reporting violations or helping to protect land assets in their area. Article 3 of the UUPA, which emphasizes the importance of community participation in land management, is the basis for this effort.

Digitalization in PTSL needs to be complemented by the development of the technical capacity of human resources in the land sector. Providing special training for ATR/BPN officers to manage digital data, detect violations, and utilize technologies such as blockchain for transparency is important. This technology allows every land transaction to be recorded with a digital footprint that is difficult to manipulate.

The government needs to formulate specific regulations governing foreign investment in the property sector without threatening agrarian sovereignty. For example, foreign nationals can be given land use rights on the condition that the land is used productively and cannot be transferred to another party without government permission. This regulation must be accompanied by regular audits to ensure compliance with the rules. Indonesia can learn from other countries, such as Thailand and the Philippines, which have successfully implemented restrictions on land rights for foreign nationals. In these countries, supervision is carried out through a combination of strict regulations, digitalization, and community participation. Adopting these international practices can help Indonesia improve the effectiveness of land management.

Strategic zones such as tourist areas, industrial areas, and urban properties are often the main targets of foreign investment. The government needs to establish specific policies to tighten supervision in these zones. For example, every granting of usage rights to foreign nationals must go through an in-depth evaluation regarding its impact on local communities and agrarian sovereignty. In addition to the government, independent supervisory institutions such as the Ombudsman can be involved to monitor the implementation of regulations related to land rights. With this mechanism, supervision can be carried out transparently and accountably, so that any violations can be handled quickly and effectively.

CONCLUSIONS

Land rights are an important element in maintaining agrarian sovereignty in Indonesia. The government has established various regulations to limit land rights by Foreign Citizens (WNA), as stipulated in the Basic Agrarian Law (UUPA) No. 5 of 1960 and a number of other derivative regulations. However, the implementation of these regulations still faces various challenges, including weak supervision, nominee practices, lack of law enforcement, and less than optimal coordination between related agencies. Supervision of land rights by WNA is becoming increasingly important, considering that land is a strategic asset that must be utilized as much as possible for the welfare of the people, as mandated by Article 33, paragraph (3) of the 1945 Constitution. In practice, the challenges that arise, such as limited digitalization of the land system, pressure from foreign investment, and lack of legal literacy in society, require serious strengthening steps so that land is not illegally controlled by foreign parties.

Various recommendations can be proposed to strengthen the supervision and management of land rights. These steps include accelerating digitalization through Complete Systematic Land Registration (PTSL), stricter law enforcement against violations, harmonization of policies between agencies, strict supervision of nominee practices, and increasing public legal literacy. In addition, the adoption of international

practices and the strengthening of the role of independent supervisory institutions, such as the Ombudsman, can also help improve accountability in land management. By implementing these strategic steps, the government can ensure that land rights by foreign nationals remain in accordance with applicable legal provisions, while maintaining a balance between agrarian sovereignty and openness to foreign investment. All of these efforts aim to protect land as a national asset so that it remains effective in supporting national development and improving people's welfare.

Ethical considerations

Not applicable

Conflict of Interest

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