

LAND DISPUTE RESOLUTION UNDER REGULATION NUMBER 21 OF 2020 FROM THE PERSPECTIVE OF FIQH SIYASAH

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Abstract

Land disputes in Indonesia involve administrative, legal, and social aspects that require effective dispute resolution. The Regulation of the Minister of Agrarian Affairs and Spatial Planning/National Land Agency Number 21 of 2020 establishes procedures for resolving land cases to ensure legal certainty and justice. This study analyzes the implementation of the regulation and examines its conformity with the principles of *Fiqh Siyasa* through a case study of Grand Kopri Housing in Bengkulu City. An empirical juridical method was employed using statutory, conceptual, and case study approaches. Data were collected through literature review, interviews, and documentation and analyzed descriptively using a qualitative approach. The findings show that the regulation provides clear procedures for complaint submission, case assessment, mediation, and administrative settlement. Implementation remains constrained by limited institutional authority, overlapping regulations, and ineffective mediation. Analysis from the perspective of *Fiqh Siyasa* indicates that the regulation reflects the objectives of *maqāṣid al-shari'ah*, particularly the protection of property (*ḥifẓ al-māl*), the realization of justice (*al-'adl*), and the promotion of public welfare (*maṣlaḥah 'ammah*). Improving institutional coordination, strengthening mediation, and optimizing non-litigation mechanisms are necessary to enhance the effectiveness of land dispute resolution.

Keywords: *Land Dispute Resolution, Ministerial Regulation Number 21 of 2020, Fiqh Siyasa, Legal Certainty, Land Administration.*

INTRODUCTION

Land represents one of the most strategic natural resources in Indonesia because it supports economic development, social welfare, investment, housing, agriculture, and public infrastructure. Legal certainty over land ownership has therefore become an essential element in maintaining social stability and protecting the rights of individuals and legal entities. Law Number 5 of 1960 concerning the Basic Agrarian Law establishes the legal foundation of the national land administration system by recognizing various forms of land rights while affirming the State's authority to regulate land use for the greatest benefit of society. Population growth, urban expansion, economic development, and increasing demand for land have significantly intensified disputes over land ownership and utilization. Administrative errors, overlapping certificates, competing ownership claims, inheritance disputes, boundary conflicts, and inconsistencies in land registration continue to increase, making land disputes one of the most complex legal issues within Indonesia's legal system (Wibowo & Sativa, 2024).

The Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN) plays a central role in administering land affairs and resolving land disputes

throughout Indonesia. Institutional responsibilities include land registration, land administration, dispute resolution, conflict prevention, and legal protection of land rights. Government efforts to strengthen administrative dispute resolution were reinforced through the issuance of the Regulation of the Minister of Agrarian Affairs and Spatial Planning/National Land Agency Number 21 of 2020 concerning the Handling and Resolution of Land Cases. The regulation establishes a comprehensive administrative mechanism consisting of complaint submission, case identification, examination, mediation, administrative settlement, monitoring, and evaluation. These procedures are intended to improve legal certainty while encouraging dispute resolution through administrative and non-litigation mechanisms before disputes develop into prolonged judicial proceedings (Arwana & Arifin, 2019).

Implementation of the Ministerial Regulation has not completely eliminated practical challenges in resolving land disputes. Administrative limitations, overlapping legal provisions, incomplete land records, institutional coordination, and ineffective mediation continue to affect the effectiveness of dispute resolution. The dispute involving Grand Kopri Housing in Bengkulu City illustrates the persistence of these challenges. Conflicting ownership claims, administrative irregularities, and differences in legal interpretation have prolonged the settlement process and reduced legal certainty for the parties involved. These conditions demonstrate that effective dispute resolution requires not only comprehensive legal regulations but also efficient institutional performance, accurate land administration, and coordinated implementation among relevant government agencies (Marsella, 2015).

Evaluation of land dispute resolution should not be limited to positive legal norms because governmental policies are expected to reflect broader principles of justice, accountability, and public welfare. Islamic constitutional thought provides an important analytical framework for assessing the exercise of governmental authority through the perspective of *Fiqh Siyasah*. Public policies should promote justice, protect individual rights, preserve property, and ensure public benefit in accordance with the objectives of *maqāṣid al-sharʿiyyah*. Land dispute resolution therefore represents more than an administrative function because it constitutes a governmental responsibility to maintain legal order, safeguard property rights, and realize equitable public administration. Assessment of administrative policies through the perspective of *Fiqh Siyasah* provides a broader understanding of whether governmental authority has fulfilled both legal obligations and ethical responsibilities (Boboy et al., 2020).

Previous studies concerning land disputes have generally focused on agrarian law, land registration, administrative procedures, mediation, and legal certainty. Limited attention has been given to examining the implementation of the Regulation of the Minister of Agrarian Affairs and Spatial Planning/National Land Agency Number 21 of 2020 from the perspective of *Fiqh Siyasah*. Research specifically addressing land dispute resolution at Grand Kopri Housing in Bengkulu City also remains scarce despite the practical significance of the case. Existing studies tend to emphasize normative legal analysis without integrating empirical findings with Islamic legal principles. This research seeks to address that limitation

by combining statutory analysis, empirical investigation, and the perspective of *Fiqh Siyasah* within a single analytical framework (Hajati et al., 2014).

This study aims to analyze the implementation of the Regulation of the Minister of Agrarian Affairs and Spatial Planning/National Land Agency Number 21 of 2020 in resolving land disputes at Grand Kopri Housing in Bengkulu City and to evaluate its conformity with the principles of *Fiqh Siyasah*. The study also identifies factors affecting the effectiveness of administrative dispute resolution and examines the extent to which existing policies promote legal certainty, justice, and public welfare. Findings from this research are expected to contribute to the development of agrarian law, strengthen administrative dispute resolution mechanisms, and provide practical recommendations for improving land governance in Indonesia through legal policies that are both effective and consistent with the principles of Islamic governance (Hasbi, 2019).

RESEARCH METHOD

This study employed an empirical juridical approach to examine the implementation of land dispute resolution under the Regulation of the Minister of Agrarian Affairs and Spatial Planning/National Land Agency Number 21 of 2020. A case study approach was adopted to analyze the land dispute involving Grand Kopri Housing in Bengkulu City by integrating statutory provisions with empirical conditions observed during the research. The study was conducted from December 1 to December 31, 2025, at the Bengkulu City Office of the National Land Agency (ATR/BPN), the Bengkulu City Government, and Grand Kopri Housing, which served as the primary research locations. Primary data were obtained directly through field research involving government officials, while secondary data were collected from legislation, legal literature, scientific journals, books, official documents, and previous studies relevant to land administration and dispute resolution. The combination of legal sources and empirical evidence enabled a comprehensive evaluation of the implementation of administrative policies governing land dispute settlement.

Data collection was carried out through observation, semi-structured interviews, documentation, and literature review. Observation was conducted to identify the factual conditions of the disputed land and the implementation of administrative procedures during the dispute resolution process. Interviews were undertaken with officials of the Bengkulu City National Land Agency, representatives of the Bengkulu City Government, and residents of Grand Kopri Housing to obtain comprehensive information regarding institutional authority, administrative practices, and obstacles encountered in resolving the dispute. Documentation included the examination of legal documents, administrative records, official reports, and other relevant materials supporting the research findings. All collected data were analyzed using a qualitative juridical approach through data reduction, data classification, interpretation, and systematic conclusion drawing. This analytical process facilitated the assessment of the consistency between the implementation of Ministerial Regulation Number 21 of 2020 and its practical application in resolving land disputes while providing a comprehensive understanding from both legal and empirical perspectives.

RESULTS AND DISCUSSION

Juridical Analysis of the Implementation of Minister of Agrarian Affairs and Spatial Planning/National Land Agency Regulation Number 21 of 2020 in Handling Land Disputes

Minister of Agrarian Affairs and Spatial Planning/National Land Agency Regulation Number 21 of 2020 establishes the principal administrative framework for handling and resolving land disputes in Indonesia. The regulation was enacted to strengthen legal certainty, improve administrative accountability, and provide a systematic mechanism for resolving disputes without immediately resorting to litigation. Administrative settlement is positioned as the primary approach because many land disputes originate from overlapping documents, procedural errors, boundary uncertainties, and conflicting claims over land ownership. Standardized procedures are intended to ensure that every dispute is examined objectively while protecting the legal rights of all parties involved (Rasmawati et al., 2022).

The regulation classifies land cases into disputes, conflicts, and court cases according to their legal characteristics and social impact. This classification determines the administrative procedures and institutional authority applied during the settlement process. Individual disputes involving limited parties generally require administrative examination and mediation, whereas broader conflicts affecting communities or public interests demand greater institutional coordination. Systematic classification improves administrative efficiency and enables government agencies to implement legal measures that correspond to the complexity of each case.

Administrative procedures begin with the submission of a complaint by an interested party to the Land Office. Officials verify the completeness of administrative requirements before examining physical and juridical evidence related to the disputed land. Documentary verification includes ownership certificates, land registration records, historical ownership documents, cadastral maps, and supporting administrative evidence. Physical verification is conducted to confirm the actual condition of the land and its conformity with registered records. Comprehensive verification minimizes administrative errors and strengthens the credibility of the decision-making process (Hamidi & Latif, 2021).

Case assessment continues through legal examination and field investigation conducted by authorized officers. Legal analysis focuses on the validity of ownership documents, applicable regulations, previous administrative decisions, and relevant judicial decisions when available. Field inspections provide factual information regarding land boundaries, land use, occupation status, and physical conditions that may influence legal conclusions. Integration of documentary evidence and field observations allows administrative decisions to reflect both legal certainty and factual reality (Bimantara, 2025).

Mediation represents one of the most significant mechanisms introduced by the regulation. The Land Office facilitates negotiations between disputing parties to encourage voluntary settlement through mutual agreement. Mediation provides opportunities for constructive dialogue while reducing procedural costs and preserving social relationships among community members. Agreements reached through mediation are documented formally and serve as the administrative basis for implementing the settlement. Successful

mediation demonstrates that consensual dispute resolution remains an effective instrument within Indonesia's land administration system (Ashidiq & Silviana, 2024).

Administrative authority granted to the National Land Agency also includes corrective measures when administrative defects are identified during case examination. Officials may recommend revisions of land records, correction of registration errors, or cancellation of administrative products that were issued contrary to legal requirements. Corrective authority protects the integrity of the land registration system while ensuring that administrative decisions remain consistent with statutory provisions. Legal certainty is strengthened through continuous evaluation of administrative accuracy and procedural compliance.

Research findings indicate that the implementation of the regulation has generally followed the legal procedures prescribed by the applicable legislation. Complaint registration, document verification, field investigation, mediation, and administrative evaluation are conducted according to standardized procedures within the National Land Agency. Practical implementation demonstrates that administrative settlement provides an accessible mechanism for resolving disputes before judicial intervention becomes necessary. Institutional commitment to procedural compliance reflects the government's effort to improve public trust in land administration (Yani & Syafin, 2021).

Empirical evidence also reveals several practical limitations affecting implementation. Institutional authority remains restricted when disputes involve private civil rights requiring judicial determination. Administrative settlement frequently requires extended periods because documentary verification, historical land investigation, and coordination among government institutions demand substantial time and resources. Regulatory overlap between different legal instruments occasionally creates uncertainty regarding administrative responsibilities and procedural priorities. Operational constraints reduce the overall efficiency of dispute resolution despite the existence of a comprehensive legal framework.

Interviews conducted during this research indicate that effective implementation depends heavily on cooperation between local governments, the National Land Agency, and other public institutions responsible for land administration. Administrative coordination facilitates document verification, spatial planning assessment, ownership clarification, and mediation involving affected parties. Institutional collaboration improves administrative transparency while reducing procedural inconsistencies that may prolong dispute settlement. Coordinated governance contributes significantly to achieving legal certainty and protecting public interests (ADELLIA & FRENCY, 2024).

Overall evaluation demonstrates that Minister of Agrarian Affairs and Spatial Planning/National Land Agency Regulation Number 21 of 2020 provides a comprehensive juridical foundation for resolving land disputes through structured administrative procedures. Practical implementation has established measurable progress in strengthening legal certainty, administrative accountability, and alternative dispute resolution. Institutional capacity, regulatory harmonization, administrative transparency, and professional mediation continue to determine the effectiveness of the regulation in achieving equitable, efficient, and sustainable land dispute resolution.

Implementation of Minister of Agrarian Affairs and Spatial Planning/National Land Agency Regulation Number 21 of 2020 in the Grand Kopri Housing Land Dispute

The implementation of Minister of Agrarian Affairs and Spatial Planning/National Land Agency Regulation Number 21 of 2020 in the Grand Kopri Housing dispute demonstrates the practical application of administrative land dispute resolution in Indonesia. The dispute arose from conflicting claims regarding land ownership between residents, the housing developer, and the local government, creating legal uncertainty for homeowners who had occupied the residential area for several years. Resolution of the dispute required administrative verification, institutional coordination, and legal examination to determine the validity of ownership rights and the status of the disputed land (Simanjuntak & Sh, 2021).

Case handling commenced with complaints submitted by affected residents requesting clarification of their land ownership status. The Bengkulu City Land Office received the reports and initiated administrative procedures in accordance with the provisions of the Ministerial Regulation. Officials examined the legal standing of each complaint before conducting further investigation into the ownership history, registration documents, and administrative records associated with the disputed properties. This procedure ensured that every complaint received equal legal consideration before substantive examination began.

Verification of juridical and physical data became the primary stage in identifying the source of the dispute. Land officers examined ownership certificates, deeds, land registration documents, cadastral maps, and historical records maintained by the National Land Agency. Field inspections were conducted to compare documentary evidence with the actual condition of the land, including boundary measurements and patterns of land occupation. Comprehensive verification enabled investigators to determine whether inconsistencies resulted from administrative errors, overlapping claims, or deficiencies in previous land registration procedures (Fauzi et al., 2026).

Coordination between the Bengkulu City Government and the National Land Agency played an essential role throughout the settlement process. Local government authorities provided information concerning building permits, spatial planning policies, and regional administrative records relevant to the disputed land. The National Land Agency focused on examining land ownership rights, registration status, cadastral information, and legal documentation. Institutional cooperation strengthened the accuracy of legal assessment by integrating administrative information from multiple government agencies.

Mediation constituted the principal mechanism for resolving disagreements among the disputing parties. Representatives of residents, the housing developer, local government officials, and the National Land Agency participated in mediation sessions facilitated by authorized officers. Discussions focused on identifying acceptable solutions based on legal evidence while considering the interests of affected residents. Mediation reflected the regulatory objective of resolving disputes through consensus before judicial intervention became necessary. This approach promoted procedural fairness and reduced the potential for prolonged litigation (Salsabila, 2025).

Administrative measures were implemented whenever investigation identified deficiencies in land documentation or registration procedures. The National Land Agency evaluated whether corrections to administrative records or further legal action were required under the applicable regulations. Cases involving administrative defects were processed through corrective administrative mechanisms within the institutional authority of the agency. Disputes involving broader civil ownership claims were directed to judicial institutions because final determination of private property rights exceeded administrative jurisdiction.

Interview findings indicate that local government authorities primarily functioned as facilitators and coordinators rather than decision-makers in determining land ownership. Government officials supported mediation, provided administrative information, facilitated communication among stakeholders, and encouraged peaceful settlement of the dispute. The National Land Agency retained primary authority for examining land rights, validating legal documents, and implementing administrative decisions based on the Ministerial Regulation. Distribution of institutional responsibilities contributed to greater procedural transparency during case resolution (Pratama et al., 2025).

Research findings also reveal several obstacles affecting implementation. Limited institutional authority prevented administrative agencies from resolving disputes involving complex civil ownership claims without judicial intervention. Incomplete land documentation, inconsistencies between physical and juridical records, overlapping ownership claims, and historical administrative deficiencies extended the duration of case examination. Limited public understanding of land administration procedures further complicated mediation by creating differing interpretations of ownership rights and legal obligations.

Legal certainty remained the principal objective throughout the settlement process despite the existence of administrative and institutional challenges. Government agencies emphasized accurate document verification, transparent administrative procedures, and impartial mediation to protect the rights of all parties involved. Public participation during mediation strengthened procedural legitimacy by allowing affected residents to present evidence, express concerns, and obtain clarification regarding the legal status of their property. Administrative transparency increased public confidence in the dispute resolution process (Aulia & Daipon, 2024).

Evaluation of the Grand Kopri Housing dispute demonstrates that Minister of Agrarian Affairs and Spatial Planning/National Land Agency Regulation Number 21 of 2020 provides an effective procedural framework for resolving land disputes through administrative mechanisms. Practical implementation illustrates the importance of institutional coordination, accurate land administration, professional mediation, and comprehensive legal verification in achieving legal certainty. Strengthening administrative capacity, improving public legal awareness, and enhancing inter-agency cooperation remain essential for increasing the effectiveness of land dispute resolution and protecting property rights in Indonesia.

Land Dispute Resolution from the Perspective of Fiqh Siyasah

Land dispute resolution represents an important aspect of governmental responsibility because it concerns the protection of individual rights, social stability, and public welfare. Islamic political jurisprudence views governmental authority as a trust that must be exercised in accordance with justice, accountability, and the public interest. Public officials are therefore obligated to formulate and implement policies that protect property rights while preventing social conflict arising from competing ownership claims. Administrative policies governing land disputes should consequently reflect both legal certainty and ethical responsibility in accordance with the objectives of Islamic governance (Pradana et al., 2024).

Fiqh Siyasah recognizes governmental authority as an instrument for realizing justice through the implementation of public policies that promote social order and legal protection. The concept of *Siyasah Dusturiyah* emphasizes that legislation and administrative regulations must conform to the principles of Islamic law while serving the collective interests of society. Government institutions responsible for land administration are therefore expected to exercise their authority fairly, transparently, and proportionally when resolving disputes concerning land ownership and land registration (Mahdi et al., 2025).

Protection of property rights constitutes one of the fundamental objectives of *maqāṣid al-sharʿiyyah*. The principle of *ḥifẓ al-māl* requires the government to safeguard individual ownership from unlawful interference, administrative negligence, or arbitrary decisions. Resolution of land disputes should therefore guarantee legal certainty while ensuring that every party receives equal protection under applicable regulations. Administrative decisions that disregard valid ownership rights contradict both positive law and the objectives of Islamic legal principles (Pradana et al., 2024).

Justice represents another essential principle within *Fiqh Siyasah*. Administrative authorities are required to treat all parties equally without discrimination based on economic status, political influence, or social position. Examination of documentary evidence, verification of land registration records, and mediation procedures should be conducted objectively and impartially. Fair administrative procedures strengthen public confidence in government institutions while reducing the possibility of arbitrary decision-making in land administration.

The principle of public welfare (*maṣlaḥah ʿammah*) requires every governmental policy to generate benefits for society while preventing greater harm. Resolution of land disputes should therefore extend beyond determining legal ownership by considering broader social consequences. Administrative settlement through mediation provides opportunities for preserving community harmony while minimizing economic losses and prolonged legal conflict. Protection of public welfare becomes particularly important when disputes affect residential communities, public facilities, or regional development (Sahnan et al., 2019).

Empirical findings from the Grand Kopri Housing dispute indicate that the National Land Agency has implemented administrative procedures in accordance with the authority granted under Ministerial Regulation Number 21 of 2020. Complaint verification, document examination, field investigation, mediation, and administrative evaluation were conducted systematically before legal conclusions were reached. These procedures demonstrate the

government's commitment to resolving disputes through administrative mechanisms that prioritize legal certainty and procedural fairness.

Research findings also reveal that several practical challenges continue to affect the realization of justice and public welfare. Administrative limitations, overlapping legal documents, institutional constraints, and incomplete historical records prolonged the settlement process and reduced legal certainty for affected residents. Delayed dispute resolution potentially undermines the protection of property rights because prolonged uncertainty limits the ability of individuals to exercise their legal rights over disputed land. Institutional effectiveness therefore remains a determining factor in achieving the objectives of both national land law and *Fiqh Siyasah*.

Analysis from the perspective of *Siyasah Dusturiyah* indicates that governmental authority should not be exercised solely as an administrative function but also as a constitutional responsibility to protect citizens' rights. Public institutions administering land affairs must ensure transparency, accountability, professionalism, and consistency throughout every stage of dispute resolution. Administrative discretion should always be guided by statutory provisions while maintaining fairness and proportionality in responding to competing legal interests.

The implementation of Ministerial Regulation Number 21 of 2020 generally reflects the values promoted by *Fiqh Siyasah*. Administrative procedures are directed toward protecting ownership rights, promoting peaceful dispute resolution, and maintaining legal order within society. Practical shortcomings identified during this research relate primarily to institutional capacity rather than inconsistency between the regulation and Islamic legal principles. Improvement of administrative governance therefore remains essential for achieving the objectives envisioned by both positive law and Islamic jurisprudence.

Overall evaluation demonstrates that land dispute resolution under Ministerial Regulation Number 21 of 2020 is substantially consistent with the principles of *Fiqh Siyasah*, particularly the principles of justice (*al-'adl*), protection of property (*ḥifẓ al-māl*), accountability (*amānah*), and public welfare (*maṣlahah 'āmmah*). Strengthening institutional coordination, improving administrative professionalism, enhancing legal awareness, and optimizing mediation mechanisms will further reinforce the effectiveness of land dispute resolution while ensuring that governmental authority fulfills both constitutional obligations and Islamic principles of good governance.

CONCLUSION

Implementation of the Regulation of the Minister of Agrarian Affairs and Spatial Planning/National Land Agency Number 21 of 2020 has established a structured administrative mechanism for resolving land disputes through complaint handling, case assessment, mediation, and administrative settlement. The implementation of the regulation in the Grand Kopri Housing dispute generally reflects the applicable legal framework, although its effectiveness remains constrained by overlapping land ownership claims, limited institutional authority, incomplete administrative records, and the limited effectiveness of mediation. Analysis from the perspective of *Fiqh Siyasah* indicates that the regulation is

consistent with the principles of justice (*al-'adl*), protection of property (*hifz al-māl*), public trust (*amānah*), and public welfare (*maṣlaḥah 'āmmah*), which constitute fundamental principles of Islamic governance. Strengthening institutional coordination, improving administrative professionalism, enhancing mediation mechanisms, and increasing legal awareness among the public are essential to achieving more effective, equitable, and sustainable land dispute

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