



## Article History

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# A Multidimensional Legal Approach to Combat Land Mafia: Regulation, Digital Systems, and Agrarian Legal Education

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## Abstract

**This study aims** to examine strategies for eradicating land mafia practices through a normative legal approach supported by a digital land administration system and agrarian law education.

**The method** used is a normative legal approach, based on an analysis of primary, secondary, and tertiary legal materials in Indonesia's national land law system.

**The novelty** of this research lies in its multidimensional legal approach, which combines positive legal regulations, digital land governance, and legal education as interconnected pillars. These three elements are analyzed not as separate initiatives, but as complementary efforts in which legal frameworks such as the Basic Agrarian Law (UUPA) serve as the foundation, the digital land system increases transparency and reduces manipulation, and legal education strengthens public legal awareness to prevent land-related crimes.

**The results** of the study show that although each component has its advantages, challenges remain, especially in the implementation of inconsistent legal regulations such as the UUPA. However, if coordinated effectively, these elements can reinforce each other in the national legal system.

**In conclusion** the integrated application of these components can promote a fair, transparent, and socially just land governance structure.

**Keywords:** Land Mafia; Agrarian Reform; Basic Agrarian Law (UUPA); Digital System; Legal Education

## Abstrak

**Penelitian ini bertujuan** untuk mengkaji strategi pemberantasan praktik mafia tanah melalui pendekatan hukum normatif yang didukung oleh sistem administrasi tanah digital dan pendidikan hukum agraria.

**Metode penelitian** yang digunakan adalah pendekatan hukum normatif, berdasarkan analisis bahan hukum primer, sekunder, dan tersier dalam sistem hukum tanah nasional Indonesia.

**Kebaruan penelitian** ini terletak pada pendekatan hukum multidimensionalnya, yang menggabungkan regulasi hukum positif, tata kelola tanah digital, dan pendidikan hukum sebagai pilar-pilar yang saling terhubung. Ketiga elemen ini dianalisis bukan sebagai inisiatif terpisah, melainkan sebagai upaya komplementer di mana kerangka hukum seperti Undang-Undang Dasar Agraria (UUPA) menjadi landasan, sistem tanah digital meningkatkan transparansi dan mengurangi manipulasi, serta pendidikan hukum memperkuat kesadaran hukum masyarakat untuk mencegah kejahatan terkait tanah.

**Hasil penelitian** menunjukkan bahwa meskipun setiap komponen memiliki kelebihan, tantangan tetap ada, terutama dalam implementasi peraturan hukum yang tidak konsisten seperti UUPA. Namun, jika dikoordinasikan secara efektif, elemen-elemen ini dapat saling memperkuat dalam sistem hukum nasional.

**Kesimpulan** penelitian penerapan yang terpadu dari komponen-komponen ini dapat mendorong struktur tata kelola tanah yang adil, transparan, dan secara sosial adil.

**Kata kunci:** Mafia Tanah; Reformasi Agraria; Undang-Undang Pokok Agraria (UUPA); Sistem Digital; Pendidikan Hukum

## 1. INTRODUCTION

Land mafia practices have become a serious problem in Indonesia's agricultural sector, involving the manipulation of land ownership through collusion, forgery, and exploitation of legal loopholes. According to the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN), between 2018 and 2022, 305 land-related cases involving land mafia were handled by the Anti-Land Mafia Task Force, demonstrating the scale and persistence of the problem.<sup>1</sup> These practices undermine legal certainty and social justice for landowners, particularly vulnerable groups.

This study aims to explore and propose a holistic strategy for eradicating land mafia practices in Indonesia. It integrates legal reform, institutional strengthening, and public education as a unified framework. Such an approach addresses not only the symptoms but also the root causes of land-related corruption.<sup>2</sup> By analyzing the interplay between law, system infrastructure, and civic awareness, the study offers a multidimensional solution. This will provide sustainable outcomes and improved governance in land administration.

Previous studies have mostly focused on legal or institutional perspectives in isolation. Legal scholars have recommended revisions in land laws, while governance studies highlight the need for digitalization and institutional integrity. Other works discuss community empowerment and transparency in land services.<sup>3</sup> However, these fragmented approaches often lack synergy, as they are developed independently by different actors: lawmakers address legal reforms, technical agencies drive digitalization, and civil society promotes legal education without adequate coordination or policy alignment.<sup>4</sup> This research proposes a multidimensional legal approach that combines all three dimensions cohesively.

The originality of this research lies in its comprehensive synthesis of legal, systemic, and societal elements. While past literature recognizes the complexity of land conflicts, few studies offer an integrated operational framework. This study not only identifies individual factors but

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<sup>1</sup> Kementerian Agraria dan Tata Ruang/Badan Pertanahan Nasional (ATR/BPN), *Laporan Kinerja Satgas Anti-Mafia Tanah 2018–2022*, diakses 31 Juli 2025, <https://www.atrbpn.go.id>.

<sup>2</sup> Vani Wirawan, "Alternatif Upaya Pencegahan Kejahatan Mafia Tanah Dalam Perspektif Hukum Administrasi Pertanahan," *Legal Standing: Jurnal Ilmu Hukum* 7, no. 1 (November 2022): 47–58, <https://doi.org/10.24269/ls.v7i1.6195>.

<sup>3</sup> Este Miranda, "Analisis Yuridis Mengenai Tanggung Jawab Notaris Dan Dalam Perkara Mafia Tanah," *Jurnal Officium Notarium* 2, no. 2 (Juli 2022): 306–13, <https://doi.org/10.20885/JON.vol2.iss2.art12>.

<sup>4</sup> Amrullah Amrullah dan Herman Bakir, "Eradication of Land Mafia in Indonesia by the Ministry of Agrarian Affairs and Spatial Planning of the Republic of Indonesia or the National Land Agency," *Edunity Kajian Ilmu Sosial dan Pendidikan* 3, no. 11 (November 2024): 1129–47, <https://doi.org/10.57096/edunity.v3i11.329>.

also illustrates their interdependence.<sup>5</sup> It offers a new lens through which policy makers and stakeholders can coordinate actions more effectively. Thus, it fills a critical void in the academic and policy discourse.

The necessity of publishing this study stems from the urgent need for innovative solutions to land conflicts. Indonesia's agrarian reform agenda requires evidence-based strategies to enhance its credibility and impact. Current solutions remain reactive and insufficiently institutionalized.<sup>6</sup> A structured, cross-sectoral approach can reshape how reform is implemented nationwide. Publishing this framework can inform better decision-making and strategic planning.

One key gap identified in the literature is the limited attention to public legal literacy. Most interventions emphasize regulation or digital systems without adequately considering civic understanding and legal knowledge at the community level. As demonstrated by Pamungkas and Djajaputra, in Nagari Pasia Laweh, a lack of public awareness regarding the importance of land certificate ownership significantly hinders effective land rights protection and contributes to persistent land disputes.<sup>7</sup> Their study underscores how low legal comprehension impedes public participation in formal land administration programs such as PTSL (Complete Systematic Land Registration Program). Consequently, informed civic and legal literacy is essential for communities to meaningfully engage in monitoring and resisting land mafia operations. Supported by this, the study by Alwi Rany Mohamad and Benny Djaja shows that while Indonesia's certificate-based land registration laws provide strong theoretical protection, in practice such protection is undermined by administrative inconsistency and low public legal literacy.<sup>8</sup> Therefore, this study introduces agrarian legal education as a crucial, previously underemphasized pillar of reform.

Although Indonesia has enacted laws to prevent land-related crimes, enforcement remains inconsistent and is often compromised by corruption. A socio-legal study by Sihombing reveals that land mafia practices frequently involve collusion between corrupt officials and criminal actors, who exploit legal ambiguities and administrative loopholes to illegally acquire land.<sup>9</sup> In a separate empirical analysis, Majid reports that of the 434 land mafia

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<sup>5</sup> Vania Dzakirah, "Analisis Yuridis Peran Notaris Dalam Penyelesaian Konflik Kepemilikan Tanah Melalui Mediasi," *Causa: Jurnal Hukum dan Kewarganegaraan* 8, no. 10 (2024): 1–10, <https://doi.org/10.3783/causa.v8i10.7831>.

<sup>6</sup> Yuda Pratama Darmawan, Lies Suetani, dan Yani Pujiwati, "Criminal Policy on Countering Organized Crime Against Land Ownership in the Perspective of Criminal Law Reform," *JUSTISI* 11, no. 2 (April 2025): 456–72, <https://doi.org/10.33506/js.v11i2.3902>.

<sup>7</sup> Muhammad Ilham Rangga Pamungkas dan Gunawan Djajaputra, "Increasing Public Legal Awareness of Land Certificate Ownership," *Journal of Law, Politic and Humanities* 4, no. 4 (Juni 2024): 847–53, <https://doi.org/10.38035/jlph.v4i4.512>.

<sup>8</sup> Alwi Rany Mohamad dan Benny Djaja, "Effectiveness of Legal Protection for Land Rights Certificate Holders Against Unlawful Third-Party Claims," *Awang Long Law Review* 7, no. 2 (Mei 2025): 402–9, <https://doi.org/10.56301/awl.v7i2.1564>.

<sup>9</sup> Batahan Fransiskus Sihombing, "Critical Studies of the Land Mafia Practices: Evidence in Indonesia," *Beijing Law Review* 14, no. 01 (2023): 433–72, <https://doi.org/10.4236/blr.2023.141023>.

cases recorded between 2021 and 2022, only about half were resolved by law enforcement, indicating serious enforcement gaps and structural weaknesses.<sup>10</sup>

The systemic aspect is often discussed in terms of digital land certification and spatial planning. Yet, integration across government institutions is rarely achieved in practice. Disconnected databases and non-uniform procedures hinder transparency and efficiency. This study offers a model for harmonizing digital infrastructure with legal standards. The result is a more trustworthy and interoperable land management system.

In comparison to international models, Indonesia's land governance still lags behind. Countries such as Estonia and Rwanda have successfully integrated technology, legal frameworks, and public engagement in their land administration systems. In Estonia, the e-Government approach which includes a secure digital ID system, the interoperable data exchange platform X-Road, and legally binding digital services has created a governance ecosystem anchored in transparency, legal certainty, and institutional trust.<sup>11</sup> Meanwhile, Rwanda's Land Tenure Regularization Program (LTRP) achieved full registration of over 11 million land parcels between 2008 and 2013 and incorporated community education components to build public awareness and legitimacy.<sup>12</sup> Lessons from these models inform domestic adaptation with contextual sensitivity, and the present research draws comparative insights to strengthen its integrated legal framework and localize best practices effectively.

The study's novelty also includes a preventative, rather than merely punitive, approach. Many existing policies target land mafia after crimes occur. In contrast, this framework emphasizes early detection, risk mitigation, and community resilience. Prevention reduces enforcement costs and public distrust in institutions. This paradigm shift is critical for sustainable reform.

Furthermore, the framework encourages multi-stakeholder collaboration, including NGOs, academia, and civil society. Prior models often rely solely on state capacity, which has proven insufficient. Inclusive governance ensures broader legitimacy and resource mobilization. This research outlines roles for each stakeholder within the integrated strategy. It redefines collaboration as a core component of reform, not a supplementary one.

The study also incorporates behavioral insights to understand why land crimes persist. Legal and systemic gaps alone do not explain individual motivations and collective inaction. Social norms, trust, and perceived risk play a vital role. Addressing these behavioral dimensions complements legal and institutional reforms. This multidisciplinary perspective sets the study apart from prior approaches.

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<sup>10</sup> Abdul Majid, "Juridical Analysis of the Implementation of Land Mafia Eradication," *TABELLIUS Journal of Law* 1, no. 3 (2023): 464–76.

<sup>11</sup> Victor I. Espinosa dan Antonia Pino, "E-Government as a Development Strategy: The Case of Estonia," *International Journal of Public Administration* 48, no. 2 (Januari 2025): 86–99, <https://doi.org/10.1080/01900692.2024.2316128>.

<sup>12</sup> Alfred R. Bizoza dan James Opio-Omoding, "Assessing the Impacts of Land Tenure Regularization: Evidence from Rwanda and Ethiopia," *Land Use Policy* 100 (Januari 2021): 104904, <https://doi.org/10.1016/j.landusepol.2020.104904>.

In summary, this research identifies critical gaps in the current literature and practices addressing land mafia issues. It introduces a novel and integrated strategy rooted in law, system improvement, and public education. The approach is evidence-based, contextually informed, and operationally feasible. By addressing overlooked elements, the study provides practical value and academic contribution. Its findings are timely and relevant for advancing agrarian reform in Indonesia.

## 2. METHOD

This study employs a normative juridical method, which is suitable for analyzing legal issues through the interpretation of laws, legal principles, and statutory frameworks. This approach is commonly used to examine the consistency, coherence, and effectiveness of legal norms in addressing complex legal problems such as land-related crimes.<sup>13</sup> The research focuses on the examination of Indonesia's agrarian law, particularly concerning the eradication of land mafia practices, and analyzes primary legal materials (such as statutes, government regulations, and judicial decisions) as well as secondary legal sources (including scholarly legal commentaries and journal articles). These legal materials are systematically interpreted using qualitative legal analysis techniques namely analytical, evaluative, and deductive interpretation to identify normative gaps and inconsistencies.<sup>14</sup> This method allows for the formulation of a coherent legal strategy grounded in Indonesian land law and principles of agrarian justice.

## 3. DISCUSSION

### 3.1. Legal Basis for Combating Land Mafia under Indonesia's Agrarian Law

The regulation of land in Indonesia is rooted in the Basic Agrarian Law (UUPA) No. 5 of 1960, which serves as the principal legal instrument governing agrarian matters. This legislation establishes state authority over land, affirming that the state controls all land for the greatest welfare of the people. Article 2 of the UUPA grants the state the right to regulate the allocation, use, and maintenance of land, aiming to prevent misuse and inequality. The existence of such authority provides the basis for legal actions against individuals or entities that manipulate land rights for personal gain. Land mafia practices are inherently in conflict with the foundational objectives of the Basic Agrarian Law.

Legal certainty and consistency in the UUPA are reinforced through Article 4, which provides the right of control to individuals, groups, and legal entities in accordance with their functions and social purpose. The provision emphasizes that land rights are not absolute but conditional on their proper use in line with public interest. This framework enables the government to challenge fraudulent land acquisitions that violate social functions.<sup>15</sup> Effective implementation of this norm requires a strong regulatory mechanism and institutional integrity. The alignment between these legal mandates and anti-land mafia efforts is central to the success of agrarian reform.

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<sup>13</sup> Soerjono Soekanto, *Pengantar Penelitian Hukum* (UI Press, 2007).

<sup>14</sup> Soerjono Soekanto dan Sri Mamudji, *Penelitian Hukum Normatif: Suatu Tinjauan Singkat* (Rajawali Pers, 2014).

<sup>15</sup> Muhammet Ebuzer Ersoy, Humayun Kabir Polash, dan Tribus Wahyudi, "Handling of Land Mafia Practices in the Ministry of ATR BPN Environment to Achieve Public Transparency," *Sanlar: Notary Law Review* 7, no. 1 (2025): 83–97, <http://dx.doi.org/10.30659/sanlar.7.1.83-97>.

Article 19 of the UUPA mandates the establishment of a land registration system aimed at providing legal certainty to landowners. This provision requires the government to maintain accurate, updated, and publicly accessible land records. Land mafia operations often exploit weak registration systems to forge or duplicate land certificates.<sup>16</sup> The legal obligation to maintain a transparent system, as outlined in Article 19, provides a structural countermeasure to such fraudulent practices. Ensuring compliance with this article is key to safeguarding land rights.

The UUPA also outlines the state's responsibility to resolve land disputes fairly and equitably, as reflected in its preamble and general principles. This normative mandate includes protecting citizens from legal uncertainty caused by overlapping claims or unauthorized land conversions. The role of the judiciary and administrative bodies becomes critical in interpreting and applying the law consistently.<sup>17</sup> Weak or inconsistent application of these provisions enables mafia networks to thrive. Legal consistency thus serves not only doctrinal coherence but also practical deterrence.

The concept of "hak menguasai oleh negara" (state control rights) has been widely interpreted by scholars and practitioners as the legal foundation for reforming unjust land ownership structures. The UUPA empowers the state to redistribute land and eliminate feudalistic patterns that contradict social justice. Land mafia groups often attempt to circumvent these redistributive measures by manipulating legal loopholes or collaborating with corrupt officials.<sup>18</sup> Strengthening the implementation of Articles 2 and 7, which regulate state authority and the social function of land rights, is vital in disarming such practices. These articles collectively constitute a normative basis for combating exploitative land control.

Article 7 requires land use to serve social functions, mandating that unused or misused land can be subject to state intervention. This clause targets speculative ownership and hoarding, which are common tactics employed by land mafia actors. Legal mechanisms derived from this article can be used to revoke unlawfully acquired or idle land.<sup>19</sup> The consistent application of this norm would reduce the economic incentives for illicit land accumulation. It also reflects the UUPA's broader aim to democratize land access and ownership.

The normative structure of the UUPA is reinforced by derivative regulations such as Government Regulation No. 24 of 1997 on Land Registration. This regulation operationalizes Article 19 and aims to modernize the land administration system. Although intended to increase efficiency and reduce fraud, its effectiveness depends on uniform application across

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<sup>16</sup> Annisa Sonya Fikri, "Keberadaan Mafia Tanah Di Alam Sutera Dan Pertanggungjawaban Terhadap Hukum Positif," *Jurnal Kertha Desa* 11, no. 7 (2023): 2914–24.

<sup>17</sup> Ruslina Dwi Wahyuni dan Irmayani Misrah, "Kebijakan Pemerintah Dalam Upaya Pencegahan Dan Pemberantasan Mafia Tanah," *Inisiasi* 12, no. 1 (November 2023): 25–30, <https://doi.org/10.59344/inisiasi.v12i1.130>.

<sup>18</sup> Iwan Permadi, "Kejahatan Mafia Tanah sebagai Ancaman Penguasaan Tanah yang Berkepastian Hukum," *Perspektif Hukum* 24, no. 1 (April 2024): 1–25, <https://doi.org/10.30649/ph.v24i1.250>.

<sup>19</sup> Aarce Tehupeiory, "Land Mafia Case Handling Through the Optimization of Land Mafia Task Force Role," *SASI* 29, no. 2 (April 2023): 214, <https://doi.org/10.47268/sasi.v29i2.1185>.

regions.<sup>20</sup> Land mafia networks exploit administrative disparities and lack of integration between local and national databases. Harmonization of these regulatory instruments is essential for systemic legal coherence.

Efforts to criminalize land mafia practices also find grounding in other statutory laws, such as the Indonesian Penal Code and Law No. 1 of 2023 on the Criminal Code. These legal instruments provide punitive sanctions for falsification of documents, identity fraud, and conspiracy in land transactions.<sup>21</sup> However, these laws must function in concert with agrarian-specific regulations to produce meaningful deterrence. Fragmentation in legal interpretation and enforcement dilutes the preventive strength of these statutes. Integrative legal harmonization enhances both doctrinal and procedural consistency.

Institutional coordination is a central concern in ensuring that the UUPA's provisions are translated into effective enforcement. Overlapping jurisdiction among the National Land Agency (BPN), local governments, and judicial institutions often results in procedural confusion. Mafia networks exploit this lack of coordination to perpetuate unlawful transactions.<sup>22</sup> Strengthening institutional alignment through legal mandates can reduce discretionary abuse. The consistency of legal application across institutions becomes a determining factor in combating systemic corruption.

Legal education and awareness also support the effectiveness of UUPA-based enforcement. Many landowners remain unaware of their rights and the procedural safeguards available under agrarian law. The absence of legal literacy fosters a power imbalance between ordinary citizens and land brokers with illicit networks.<sup>23</sup> Embedding legal awareness into agrarian policy frameworks ensures broader public engagement with legal norms. This contributes to the legitimacy and enforceability of the UUPA.

Judicial interpretation of the UUPA has varied across different cases, revealing both progressive and regressive trends. Courts have sometimes upheld the principle of social function to invalidate exploitative land holdings. In other instances, procedural irregularities have allowed fraudulent land claims to stand.<sup>24</sup> The judiciary's role in interpreting the UUPA determines whether it can serve as a stable foundation against mafia practices. Legal clarity in court decisions reinforces statutory consistency.

The effectiveness of UUPA-based land governance ultimately depends on its integration with national reform agendas. Programs such as Complete Systematic Land Registration (PTSL) aim to expand land registration and legal access for marginalized populations. The normative

<sup>20</sup> Vinsencia Clara Adwina Laksono, "Mafia Tanah dan Sengketa Agraria: Peran Sertifikat Hak Atas Tanah Elektronik Dalam Perlindungan Hukum," *Jurnal Notary Law Review* 1, no. 1 (2025): 70–80.

<sup>21</sup> Kholidazia El Hamzah Fathullah, "Modus Operandi Dan Penegakan Hukum Mafia Tanah," *Justness : Jurnal Hukum Politik dan Agama* 3, no. 1 (Maret 2023), <https://doi.org/10.61974/justness.v3i1.36>.

<sup>22</sup> Haposan Sahala Raja Sinaga, "Pencegahan dan Pemberantasan Praktik Mafia Tanah Melalui Pengoptimalan Peran Satgas Anti-Mafia Tanah," *HUKMY: Jurnal Hukum* 4, no. 1 (April 2024): 590–603, <https://doi.org/10.35316/hukmy.2024.v4i1.590-603>.

<sup>23</sup> Dita Dwinanta Garvania Tumangger dan Budi Santoso, "Penegakan Hukum Terhadap Praktik Mafia Tanah Sebagai Pembuat Sertifikat Fiktif," *Notarius* 16, no. 2 (Agustus 2023): 776–94, <https://doi.org/10.14710/nts.v16i2.41030>.

<sup>24</sup> Abdul Halim, "Penyelesaian Sengketa Tanah Dan Konflik Mafia Tanah," *FENOMENA* 21, no. 1 (Mei 2023): 72, <https://doi.org/10.36841/fenomena.v21i1.2909>.

goals of the UUPA align with these programs when implemented without corruption or political interference.<sup>25</sup> Structural reform must be grounded in legal coherence, as emphasized by the UUPA's provisions. A reliable legal foundation enables institutional reforms to flourish.

Establishing a consistent and effective legal foundation to combat land mafia practices demands not only a principled application of the Basic Agrarian Law (*Undang-Undang Pokok Agraria*, UUPA) but also a concrete realization of the principle of legal effectiveness. This principle requires that laws are not merely well-formulated, but are enforceable, enforced, and result in tangible outcomes. Despite the normative strength of the UUPA, its legal effectiveness is often undermined by overlapping land authorities, inconsistent enforcement, and limited public accessibility to land dispute resolution mechanisms. Therefore, reform efforts must go beyond doctrinal consistency and aim to institutionalize mechanisms that bridge normative clarity with administrative performance and public trust. This includes integrated land databases, transparent procedures, anti-corruption oversight, and community legal education. Only when the law becomes operative in practice not just in theory can it serve as a meaningful shield against land injustice and systemic fraud.

### **3.2. Digital Land Administration as a Legal-Administrative Tool for Preventing Agrarian Crime**

A digital-based land administration system represents a fundamental shift in how land data is managed, verified, and accessed in Indonesia. However, longstanding issues persist including data manipulation, double registration, overlapping claims, and unauthorized transactions. These problems have significantly undermined legal certainty and public trust in the land administration system. This transformation aims not only to modernize land services but also to directly address those structural weaknesses. The integration of digital technologies is expected to reduce human discretion, increase transparency, and improve auditability in land transactions.

The urgency of this transition is underscored by the increasing frequency of land disputes caused by administrative duplication and unclear boundaries. Therefore, the digital-based approach must be supported by strong regulatory enforcement and public participation to ensure effectiveness. This vision aligns with the core mandate of the Basic Agrarian Law (*Undang-Undang Pokok Agraria*, UUPA) Indonesia's foundational land law enacted in 1960 which emphasizes legal certainty, justice, and social function of land rights, as articulated in Article 19.

Land registration, as mandated by Article 19 of the UUPA and implemented through Government Regulation No. 24 of 1997, requires the establishment of a structured and verifiable land information system. Traditional manual systems have historically been vulnerable to document forgery, overlapping claims, and administrative collusion. The digitalization of land records mitigates such risks by automating verification processes and

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<sup>25</sup> Prima Novianti Salma dan Habib Adjie, "Penyelesaian Sengketa Tanah Mengenai Sertifikat Ganda Akibat Tindak Pidana Mafia Tanah," *Jurnal Pendidikan dan Konseling* 5 (2023): 5144–53, <https://doi.org/10.31004/jpdk.v5i1.11824>.

enhancing data integrity.<sup>26</sup> Public access to digital records improves oversight and accountability. A secure database limits unauthorized alterations of land documents.

The implementation of the cadastral system under the Complete Systematic Land Registration (PTSL) program introduces a uniform standard for digital mapping and land registration. A cadastral system refers to a comprehensive land information framework that records the location, boundaries, size, ownership, and value of land parcels. In the context of Indonesia, this system is crucial for ensuring accuracy in land records, avoiding overlapping claims, and supporting legal certainty. Through digital cadastral mapping, each land parcel is geo-referenced, uniquely identified, and integrated into a national spatial database, enabling more transparent and efficient land governance.<sup>27</sup> It improves traceability and reduces the possibility of false claims. Integration across government agencies supports inter-institutional transparency.

A digital land administration system also enhances efficiency in public services, limiting opportunities for bribery and procedural manipulation. The Indonesian Land Office (BPN) is mandated to digitize its workflows in accordance with Presidential Instruction No. 3 of 2003 on National Policy and Strategy for e-Government Development and further reinforced by Presidential Instruction No. 3 of 2023 on the Acceleration of SPBE Implementation. These legal mandates serve as primary regulatory instruments to guide the digital transformation of public services, including land administration.<sup>28</sup> Streamlined processes reduce bureaucratic opacity and discretionary abuse, while efficient procedures promote procedural fairness and legal compliance.

Digital archives preserve historical land data in a tamper-resistant format. Historical inconsistencies, which are often exploited by land mafia actors, become easier to detect and resolve through digital auditing. Legal remedies are more accessible when ownership history is available for verification.<sup>29</sup> The credibility of digital archives depends on system security and administrative discipline. These archives serve as evidence in legal proceedings, supporting the enforcement of property rights.

Land mafia practices often rely on exploiting gaps in data management and institutional coordination. Digital platforms centralize land information and create a unified reference for land offices, courts, and law enforcement. Coordination supported by real-time data sharing improves the detection of irregularities.<sup>30</sup> The ability to cross-check ownership data in seconds

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<sup>26</sup> M Fikry Aimmar Rabbani dkk., "Peran dan Tanggung Jawab Notaris dalam Pendaftaran Hak Tanggungan atas Tanah di Indonesia," *KAMPUS AKADEMIK PUBLISHING Jurnal Multidisiplin Ilmu Akademik* 2, no. 1 (2025): 211–20, <https://doi.org/10.61722/jmia.v2i1.3171>.

<sup>27</sup> Noor Hidayah dan Alinda Julietha Adnan, "Peran Notaris Dalam Mengatasi Tumpang Tindih Hak Atas Tanah (Studi Kasus Nomor 106/PDT/2017/PT YYK)," *MULTIPLE: Journal of Global and Multidisciplinary* 2, no. 12 (2024): 3929–36.

<sup>28</sup> Indonesia, Presidential Instruction No. 3 of 2023 on the Acceleration of Implementation of Electronic-Based Government Systems (SPBE), Sekretariat Negara Republik Indonesia, <https://jdih.setneg.go.id>.

<sup>29</sup> Afif Syarifudin Prasetyo dan Agus Supriyo, "Digitalisasi Layanan Pertanahan di Badan Pertanahan Nasional Kota Surabaya dalam Upaya Mencegah Mafia Tanah," *DOKTRINA: Journal of Law* 8, no. 1 (2025): 37–52, <https://doi.org/10.31289/doktrina.v8i1.13427>.

<sup>30</sup> Andriyan Saputra, F.X Sumarja, dan Kasmawati Kasmawati, "The Importance of Strong Agrarian Law: Preventing

limits the success of fraudulent claims. Unified systems facilitate consistent interpretation of legal status across jurisdictions.

The prevention of agrarian crimes through digitalization also depends on the robustness of cybersecurity infrastructure. Tamper-proof digital certificates and blockchain-based ledgers have been proposed as solutions to enhance data integrity. Technical standards are guided by the Ministry of Agrarian Affairs and Spatial Planning in coordination with the Ministry of Communication and Information Technology.<sup>31</sup> These institutions are responsible for ensuring that digital systems meet national security and privacy standards. Cybersecurity is essential to maintain trust in land governance.

Legal protection of digital land data is now regulated under Law Number 1 of 2024, which is the second amendment to Law Number 11 of 2008 concerning Electronic Information and Transactions. This law reinforces the legal status of Electronic Information and/or Electronic Documents as valid legal evidence, including printed versions, as long as they are processed through an electronic system that complies with applicable legal provisions (Article 5 paragraphs 1–3). Accordingly, digital land documents and electronic signatures are fully recognized under the law in both administrative and legal processes.. The recognition of digital evidence strengthens the legitimacy of electronic land certificates.<sup>32</sup> Legal reforms ensure that land rights documented electronically have the same enforceability as paper records. This framework reinforces the preventive function of digital administration.

In the context of preventing agrarian crime, digital land systems enable early detection of anomalies in land transfers and ownership. Automated alerts for duplicate registrations or suspicious changes enhance vigilance. Monitoring mechanisms are embedded within the system's architecture to prevent unauthorized transactions.<sup>33</sup> These features reduce reliance on reactive legal remedies. Preventive detection preserves land security and reduces litigation burdens.

Transparency is a core value of digital governance in land administration. Public access portals such as *Sentuh Tanahku* provide information about land status, ownership, and administrative history. Transparency reduces information asymmetry that land brokers and intermediaries often exploit. *Sentuh Tanahku* is a mobile application developed by the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN) to provide digital access to land registration and ownership data.<sup>34</sup> Citizens can verify land data without relying

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and Overcoming Land Mafia in Indonesia," *International Journal of Multicultural and Multireligious Understanding* 11, no. 2 (Februari 2024): 17, <https://doi.org/10.18415/ijmmu.v11i2.5476>.

<sup>31</sup> Indonesia, Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency No. 1 of 2021 on Electronic-Based Land Services, State Gazette of the Republic of Indonesia Year 2021 No. 25.

<sup>32</sup> Raden Ayu Rani Mutiara Dewi dan Catherine Susantio, "Penggunaan Sertifikat Elektronik untuk Meningkatkan Efisiensi Pendaftaran Tanah dalam Upaya Pencegahan Mafia Tanah," *Jurnal Syntax Admiration* 5, no. 9 (September 2024): 3382–92, <https://doi.org/10.46799/jsa.v5i9.1441>.

<sup>33</sup> Najwa Nashifa Azhar dan I Made Pria Dharsana, "Efektivitas Penggunaan Sertifikat Elektronik dalam Mencegah Pemalsuan Dokumen Tanah," *Jurnal Ilmu Hukum, Humaniora dan Politik* 5, no. 2 (2024): 1080–88, <https://doi.org/10.38035/jihhp.v5i2>.

<sup>34</sup> Syarifaatul Hidayah dkk., "Tantangan dan Peluang Sertifikat Elektronik dalam Reformasi Pendaftaran Tanah di Era Digital," *KAMPUS AKADEMIK PUBLISHING Jurnal Ilmiah Nusantara (JINU)* 1, no. 6 (2024): 186–99,

on third parties, reducing the scope for deception. Open access contributes to democratizing land governance.

The success of digital systems in preventing land crimes also depends on user competence and institutional culture. Training programs for land officers and legal professionals ensure consistent system usage. Institutional resistance to transparency can undermine the preventive potential of technology.<sup>35</sup> Legal mandates must be accompanied by administrative reform and professional accountability. Effective prevention requires a synergy between law, technology, and institutional behavior.

Digitalization aligns with the spirit of agrarian reform as envisioned in the UUPA, particularly in promoting equitable access and legal protection for all landholders. Smallholders and marginalized communities benefit from simplified registration and verification. Land security becomes more inclusive through accessible digital services.<sup>36</sup> The vision of social justice in land distribution becomes more feasible with technological infrastructure. The reform agenda becomes stronger with the support of a transparent, accountable system.

A digital-based land administration system is not merely a technical upgrade but a structural reform with profound legal implications. Preventing agrarian crimes requires an integrated system that aligns legal norms, administrative integrity, and technological reliability. Digitalization supports the UUPA's mandate for legal certainty and the social function of land use. The future of land governance in Indonesia depends on securing both land data and rights through effective digital law enforcement. To ensure accountability, supervisory roles must be clearly assigned such as to the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN) and the Ministry of Communication and Informatics for monitoring system integrity and data security. Additionally, legal enforcement in cases of digital misuse must involve coordination with law enforcement agencies and the courts under the framework of the ITE Law and related regulations. Legal infrastructure must evolve to support and protect this transformation.

### **3.3. The Role of Agrarian Legal Education in Supporting Legal and Digital Reforms to Prevent Land Mafia Practices**

Legal education in the field of agrarian law plays a vital role in enhancing public understanding of land rights and obligations. This education is delivered through both formal and non-formal mechanisms. Formal education typically involves academic programs at universities or legal institutions that specialize in agrarian law, while non-formal education includes legal literacy campaigns, training workshops, and community-based legal outreach. These educational efforts are not merely pedagogical, but serve a crucial legal function within

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<https://doi.org/10.61722/jinu.v1i6.2793>.

<sup>35</sup> Elza Kamal Martin, "Tinjauan Etika Dalam Penerapan Sertifikat Tanah Elektronik: Mencegah Pemalsuan Dan Kekacauan Administrasi," *Jurnal Administrasi Publik dan Pemerintahan* 2, no. 1 (2025): 48–54, <https://doi.org/10.55850/simbol.v2i>.

<sup>36</sup> Danti Yudistiara dan Budi Santoso, "Kekuatan Hukum Sertifikat Tanah Elektronik Sebagai Pembuktian di Pengadilan," *Notarius* 17, no. 3 (2024): 2173–90, <https://doi.org/10.14710/nts.v17i3.52340>.

the national legal system. They support the implementation of the Basic Agrarian Law (UUPA), particularly Article 19, which emphasizes legal certainty in land ownership. A legally informed society is better equipped to recognize, resist, and report fraudulent land transactions. Therefore, agrarian legal education functions as a preventive legal mechanism—strengthening legal awareness and reinforcing the effectiveness of national land law in combating land mafia practices.

The UUPA emphasizes the social function of land, as reflected in Article 6, which mandates that all land use must serve public interest. Understanding this principle requires more than legal texts; it demands dissemination and interpretation through structured education. Land mafia operations often exploit ignorance of these responsibilities, especially in rural and marginalized communities.<sup>37</sup> Legal literacy can bridge this knowledge gap and reinforce compliance. Preventive legal education supports enforcement through voluntary adherence.

Academic institutions and legal training centers have a critical role in incorporating agrarian law into national legal curricula. Universities and law faculties must include comprehensive modules on land law and its socio-political dimensions. This academic presence strengthens doctrinal development and prepares legal professionals to address agrarian conflicts.<sup>38</sup> Standardizing agrarian legal instruction contributes to uniformity in interpretation and application of the UUPA. Systemic knowledge reduces reliance on informal brokers or intermediaries.

Legal awareness campaigns by the government and civil society complement formal education. These initiatives extend the reach of agrarian law to non-specialist audiences, such as landowners, farmers, and indigenous groups. Accessibility of legal information enables early recognition of illegal land transfers or forged documentation.<sup>39</sup> The preventive value lies in enabling individuals to respond before damage occurs. Public participation in land governance becomes more meaningful when grounded in legal understanding.

Article 9 of the UUPA establishes that every Indonesian citizen has the right to land for living and livelihood. This fundamental right is protected only when individuals understand how to assert and defend it legally. Agrarian legal education frames these rights within administrative procedures and legal remedies.<sup>40</sup> Knowledge of one's entitlements deters opportunistic actors from targeting uninformed citizens. The capacity to claim rights lawfully is as important as having the rights themselves.

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<sup>37</sup> Jordy Kambe, "Peran Badan Pertanahan Nasional (BPN) Dalam Memberantas Mafia Sertifikat Ganda Di Sulawesi Utara," *Jurnal Fakultas Hukum, Universitas Sam Ratulangi* 15, no. 4 (2025): 1–10.

<sup>38</sup> Anisa Salsabila dan Unggul Basoeky, "Analisis Kasus Mafia Tanah di Caturtunggal dan Fungsi Hukum Sebagai Social Engineering dalam Upaya Pemberantasan Mafia Tanah," *UNES Law Review* 7, no. 1 (2024): 184–93, <https://doi.org/10.31933/unesrev.v7i1>.

<sup>39</sup> Muhammad Edra Alamsyah dan Diding Rahmat, "Analisis Yuridis Program Pendaftaran Tanah Sistematis Lengkap (PTSL) Sebagai Upaya Pemberantasan Praktik Mafia Tanah Di Pekanbaru," *Jurnal Hukum Tata Negara Dan Administrasi Negara* 1, no. 1 (2024): 53–62, <https://doi.org/10.08221/lexomnibus.v1i1.53>.

<sup>40</sup> Vani Wirawan, "Sengketa Tanah Dan Konflik Tanah: Dampak Munculnya Mafia Tanah," *Jurnal Hukum Ius Publicum* 1, no. I (November 2020): 98–108, <https://doi.org/10.55551/jip.v1i1.74>.

State institutions such as the Ministry of Agrarian Affairs and the National Land Agency (BPN) are responsible for integrating education into policy implementation. Legal socialization is part of their administrative obligation to ensure that laws are not only enacted but understood. Incorporating educational elements into land certification programs fulfills both legal and developmental objectives.<sup>41</sup> Prevention through education reduces the future caseload of legal disputes. Institutionalization of legal education creates a culture of compliance.

The preventive function of agrarian legal education is also embedded in the Systematic Land Registration (PTSL) policy, as outlined in Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency Number 6 of 2018 on Complete Systematic Land Registration. This regulation emphasizes not only land registration but also public counseling and legal information dissemination regarding land rights, procedures, and land use. Legal awareness is inseparable from registration because the value of a certificate lies in the holder's ability to protect it. Education ensures that documentation is not only issued but also defended. Strategic prevention begins with informed ownership and active legal participation.

Judicial decisions in agrarian disputes often highlight the lack of legal capacity among plaintiffs. Courts encounter cases where parties are unaware of appeal mechanisms, deadlines, or evidentiary requirements. Legal education prepares individuals to navigate the judicial system effectively. This preparedness discourages mafia actors who rely on procedural confusion. Legal processes are more transparent and just when all participants are equipped with sufficient legal understanding.

The UUPA aims to dismantle feudalistic land systems and promote equitable land access. Legal education reinforces this ideological foundation by promoting critical awareness of exploitative structures. Without education, citizens may accept inequality as inevitable, undermining reform efforts. Instruction in agrarian justice principles supports long-term transformation. Prevention involves shaping perceptions as much as enforcing rules.

Local governments have a role in promoting agrarian legal education through village-level initiatives. Legal counseling centers and community outreach programs increase the reach of national legal principles. Decentralized education supports localized prevention strategies tailored to specific land tenure challenges. The principle of subsidiarity justifies local responsibility in legal awareness. Community-based learning promotes shared responsibility in land governance.

Digital platforms offer new opportunities for expanding legal education in the agrarian sector. Interactive tools, webinars, and open-access resources can overcome geographical and institutional barriers. These platforms support the UUPA's objective of equitable legal access.

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<sup>41</sup> Vani Wirawan, Ana Silviana, dan Yeni Widowaty, "Rekonstruksi Politik Hukum Sistem Pendaftaran Tanah Sebagai Upaya Pencegahan Mafia Tanah," *Negara Hukum* 13, no. 2 (2022): 185–207, <http://dx.doi.org/10.22212/jnh.v13i2.3134>.

The democratization of knowledge reduces structural advantages held by land speculators. Technology becomes an instrument for legal empowerment.

The consistency of legal interpretation across regions depends on shared educational foundations. Disparities in legal literacy contribute to inconsistent enforcement and judicial outcomes. A unified approach to agrarian legal education ensures coherence in doctrine and practice. Preventive functions are realized when legal knowledge is evenly distributed. Standardized education prevents manipulation through jurisdictional asymmetry.

Agrarian legal education is not an auxiliary policy but a central pillar of land governance. Its role within the national legal system is preventive, participatory, and transformative. The ideals of the Basic Agrarian Law (UUPA) are realized through continuous public engagement with legal norms. Education converts statutory rights into lived realities. Prevention of land mafia practices begins with legal consciousness. Moreover, this educational foundation complements the legal and digital strategies previously discussed. While regulatory frameworks provide the legal mandate and digitalization strengthens administrative efficiency, legal education empowers citizens to understand, access, and defend their rights. Together, these three pillars—law, technology, and civic competence—form an integrated strategy for combating agrarian injustice.

#### **4. CONCLUSION**

This study finds that combating land mafia practices in Indonesia requires an integrated legal strategy rooted in three key pillars: a strong normative legal foundation, the use of digital land administration systems, and the expansion of agrarian legal education. The Basic Agrarian Law (UUPA), particularly Articles 2, 4, 7, and 19, provides a legal framework that legitimizes state intervention and upholds the principles of legal certainty and social justice. However, the mere existence of legal norms is insufficient without effective implementation. The adoption of digital-based land administration systems—such as the Complete Systematic Land Registration (PTSL) program—has proven essential in enhancing transparency, preventing forgery, and limiting bureaucratic discretion that enables land mafia practices. Additionally, agrarian legal education plays a transformative role by equipping the public with the knowledge needed to assert and defend land rights. Legal consciousness is critical to creating a participatory and law-abiding society. Based on these findings, the proposed solution is a simultaneous strengthening of legal norms, digital systems, and public legal empowerment. Policymakers must ensure effective regulatory enforcement, invest in secure and interoperable digital infrastructure, and institutionalize legal education programs at both formal and community levels. Only through this triadic approach can Indonesia build a land governance system that is fair, transparent, and resilient against land mafia practices.

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