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Normative Approach for Resolving Land Dispute in The City of Balikpapan, Indonesia

MIJOTO¹ AND BONAVENTURA NGARAWULA²

ABSTRACT

Balikpapan is situated near the administrative regions of Indonesia's new capital, specifically North Penajam Paser and Kutai Kartanegara, which has significant implications, particularly in the land sector. This situation has led to an influx of migrants from outside the island of Kalimantan, many of whom choose to settle in Balikpapan City by purchasing land or housing. Consequently, there is an anticipated increase in land registration administration activities. In response, the Balikpapan City government has initiated efforts to enhance land administration through the procurement of a State Land Opening Permit (IMTN). According to Balikpapan City Regional Regulation Number 1 of 2014 regarding Permits for Opening State Land, a Certificate of Permit to Open State Land cannot be granted if there are objections from third parties, which results in diminished protection for the land rights previously held by the community. The objective of the IMTN procurement is to streamline land administration processes in Balikpapan City; however, the actual execution of these activities remains inefficient due to various challenges. This study employs a normative-empirical research methodology, utilizing library data sources alongside interviews and observational activities. The purpose of this journal is to identify the regulations that can enhance the land registration system related to IMTN procurement in Balikpapan and to examine the implementation of land registration following the introduction of the IMTN procurement policy.

Keywords: Land Disputes, IMTN, Balikpapan City.

I. INTRODUCTION

Indonesia is primarily an agricultural nation, with a significant portion of its population engaged in the agricultural sector, leveraging the country's natural resources, such as soil fertility and fishery products. Therefore, an instrument is needed that regulates how the Indonesian people optimally utilize the land and natural resources found on the earth for the welfare of all people. To execute these regulations, Law Number 5 of 1960 regarding Basic Agrarian Principles

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(UUPA) was enacted. Through the UUPA, Indonesia has established a National Agrarian Law, which stands as a significant legacy of Dutch colonial governance following independence. The UUPA underscores the vital importance of land, highlighting the essential roles of earth, water, and space in fostering a fair and prosperous society. In this case, the management and granting of land rights are directed at supporting the achievement of justice and prosperity in community development³.

Agrarian law encompasses the entirety of legal norms, both codified and non-codified, that govern the legal relationships among entities within the agrarian sector. It constitutes a collective of diverse legal domains, each addressing rights of control over natural resources, including land law, water law, mining law, fisheries law, and regulations pertaining to energy and natural elements. The significance of land in the lives of the Indonesian populace is underscored by its inclusion in the Indonesian Constitution. Land is fundamentally vital for human existence, as it establishes a perpetual bond between individuals and the earth. This relationship can be characterized as profoundly intimate, with land serving as a crucial asset for human life. According to Law Number 1 of 1960 regarding Agrarian Principles, land is defined as the surface of the earth. However, numerous individuals exploit the existing gaps in law enforcement, leading to a rise in land disputes. Such disputes are increasingly prevalent today, not only due to the inadequacies of law enforcement officials but also because of the soaring demand for land amidst a limited supply of available plots⁴.

Land disputes occur when conflicting interests regarding land arise. It is essential to enhance the planning and utilization of land to promote societal welfare, particularly by ensuring legal certainty in this area. The government has undertaken numerous initiatives to expedite the resolution of land disputes, aiming to prevent the accumulation of such conflicts, which can adversely affect the community, as disputed land remains unusable. In resolving land disputes, several settlement processes can be carried out. The process is first, the dispute resolution process through litigation in court and the settlement process through cooperation outside court. Judicial processes usually fail to meet common interests, add new problems, and result in the reconciliation of adversaries that are slow to resolve. On the other hand, it creates an agreement in the out-of-court process, which is a "both-party solution," cooperates and concludes comprehensively, and maintains good relations⁵.

³ Suparman, S. (2017). Peranan Undang-undang Pokok Agraria Bagi Masyarakat Indonesia Yang Bersifat Agraris. Warta Dharmawangsa, 54. https://doi.org/10.46576/wdw.v0i54.286.

⁴ Amaliyah, A., Ma'ruf, M. A., Sary, N., & Bitu, S. G. (2021). Reforma Agraria dan Penanganan Sengketa Tanah. HERMENEUTIKA: Jurnal Ilmu Hukum, 5(1).

⁵ Sukmawati, P. D. (2022). Hukum Agraria Dalam Penyelesaian Sengketa Tanah di Indonesia. Jurnal Ilmu Hukum

Based on this background, what will be discussed in this journal is to examine the general symptoms or causes of land disputes in Indonesia, especially in Balikpapan City, where it is equally known that land is very important in the dynamics of development and land disputes have become a problem. Classic for the people. Land disputes relating to land can occur between individuals or between individuals and various legal entities in dispute. Any land dispute issues can be resolved outside of court first through a mediation process. However, if the dispute cannot be resolved peacefully or through mediation, the last resort is to ask for a resolution in court. Therefore, this mini-research will explain agrarian law, land disputes, the causes of land disputes.

(A) Research Methods

The approach employed in this study is a normative research method. Normative research methods focus on the examination of legal norms. These methods are utilized to analyze and observe the impact of legal practices on society, assessing whether they are functioning effectively or if additional legal interventions are necessary. Normative legal research investigates legal rules or regulations as a framework associated with a legal occurrence. This study aims to offer legal reasoning to establish the appropriateness of an event and to determine the legal standards that should govern such an event⁶.

This research method is based on primary law, secondary law and tertiary law, where primary law itself relies on related laws, applicable government, and regional regulations, local customary law/customs, and so on. Secondary law itself includes explanatory data regarding primary law such as circulars, legal doctrine, and research results in the form of journals or articles related to the topic discussed law itself is an additional tool such as legal language dictionaries, government publications, and information from sites/webs that can support information from primary and secondary law.

II. DISCUSSION

The land issue is not only a present issue, it is an issue of the past and will be an issue of the future⁷. Regarding the state of land administration in Balikpapan City before the IMTN was established, it was quite difficult, namely that there were land problems that had to be put in order so that people could protect their rights. Many cases of land in Balikpapan City have overlapping backgrounds where ownership of the land object is owned by many people, which

Sui Generis, 2(2), 89–102. https://doi.org/10.23887/jih.v2i2.1015.

⁶ Marzuki, P. M. (2013). Penelitian hukum, p. 137.

⁷ Lubis, M. Y. (2019). Politik Hukum Masa Depan Pertanahan Indonesia. Recital Review, 1(2), 1–10.

can hamper the land registration process and risk giving rise to prolonged land disputes in the future. Land seal which is proof of control of the right to have a license before submitting a request for land rights⁸.

In practice, it requires signatures from the owner, appointed witnesses, the registration is further validated by the presence of the local village head or sub-district head, in addition to the head of the Neighborhood Association, even though sub-district heads and village heads often do not have a communication relationship with the land office. The land office often does not check the status of the land/land with the sub-district or local area to be able to issue a certificate, and what is worse is that the land office can issue multiple certificates⁹.

Previously, the same object already had a certificate. The cause because not many people understand administrative services in the land sector. Overlapping land seals in Balikpapan City **are** often brought to court, this is one of the internal problems **of** land. To overcome the problem of overlapping land seals, the government established Balikpapan Regional Regulation No. 8 of 2006 which was later changed to Balikpapan Regional Regulation No. 1 of 2014 regarding the Authorization for the Utilization of State Land (IMTN).

This regulation was implemented to organize society and emphasize that land is not a source of conflict but a benefit for the owner, as well as the intended legal benefit, namely legal certainty and justice which can benefit society. IMTN seeks to enhance spatial planning, environmental capabilities, and the physical potential of the land by taking into account the current conditions. So, in the period from 2006 to 2011, land seal owners were encouraged by the government to change their land seals into certificates. This was followed by the regulation prohibiting the processing of land certificates based on sealed rights in 2012 by the Balikpapan City Government. As a legal consequence, the land registration procedure will follow regional regulations regarding IMTN where the IMTN certificate issued from the sub-district office after land inspection and measurement is carried out as a substitute for the land seal for the process of registering land rights to later become a certificate.

The IMTN will serve as a substitute for the land seal, which will subsequently be retained by the District Office as a State archive, integrated within the land certificate. Prior to addressing the stipulations outlined in Balikpapan Regional Regulation No. 1 of 2014, the government established Balikpapan Mayor Regulation No. 26 of 2015, which pertains to the implementing

⁸ Sari, D. R. (2017). Practice of License to Open State Land in Balikpapan. Unram Law Review, 1(2). https://doi.org/10.29303/ulrev.v1i2.11.

⁹ Rahmat Syafa'at SH., M. Si in his speech at the Notary Workshop "understands the measurement process for land certification for the first land registration for legal certainty on April 15, 2015, that the land office can miraculously issue land certificates for land that previously had a certificate.

regulations of Regional Regulation No. 1 of 2014 regarding permits for the opening of State land. The stipulation of this regulation aims to control the system of procedures and requirements for IMTN services, as well as provide technical operational guidelines for IMTN services. IMTN refers to a license issued by the Mayor or a designated official, allowing an individual or legal entity to utilize and benefit from land that is directly managed by the state. This license serves as the foundation for seeking additional rights¹⁰.

This Mayor's Regulation is stipulated in Balikpapan and becomes effective once it is ratified. But because Perwali Balikpapan no. 26 of 2015 is no longer appropriate to current conditions, the regulation was replaced with Balikpapan Mayor Regulation No. 33 of 2017 pertains to the Implementing Regulations of Regional Regulation No. 1 of 2014, which addresses the issuance of permits for the utilization of state land for similar objectives, but several additional articles are regulated. This Mayor's Regulation is effective starting January 2, 2018.

Since the promulgation of Balikpapan Regional Regulation 1 of 2014, since then this regulation has been in effect. It has been running effectively since 2015 after the issuance of Perwali Balikpapan No. 26 of 2015. With the issuance of this regulation, seal letters or rights bases whose rights applications have not been registered with the Balikpapan City National Land Agency (BPN) Office must be applied for by IMTN. This is to overcome the problem of overlapping land resulting from ownership of land seals. The existence of IMTN is one of the conditions for upgrading land ownership status to a title certificate. Until now, Balikpapan is one of the regions in Indonesia that utilizes regional autonomy to implement IMTN in its land administration policies. However, since Balikpapan implemented IMTN, there are still many land administrations that are not following the objectives of IMTN procurement.

There are problems with overlapping proof of ownership of land seals which can hamper the land registration process. The procedure for acquiring an IMTN certificate is quite complex and typically requires approximately three months to complete. This duration is largely due to the waiting period for any objections or rebuttals that may be filed by individuals who believe they have a legal claim to the land in question. If an objection has been lodged, the issuance of the IMTN will be halted, and ownership will only be recognized through a land seal, which does not allow for the elevation to a formal land certificate. Consequently, this situation can hinder an individual's ability to secure a certificate for their property¹¹.

¹⁰ Balikpapan Mayor Regulation Number 26 of 2015 Concerning Implementation Regulations of Regional Regulation Number 1 of 2014 Concerning Permits to Open State Land, Balikpapan City Regional News Number 26.

¹¹ Ifah Anisa Permatasari, Loc.Cit.

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The city of Balikpapan is located in the province of East Kalimantan, covering an area of approximately 503.3 square kilometers. Geographically, it is situated between 1.0- and 1.5-degrees South Latitude and 116.5 to 117.5 degrees East Longitude. Balikpapan City is bordered by several regions: to the north, it adjoins Kutai Kertanegara Regency; to the south, it faces the Makassar Strait; to the west, it shares a boundary with North Penajam Paser Regency; and to the east, it again borders the Makassar Strait. Given its geographical positioning, Balikpapan is in close proximity to Indonesia's new capital area, which includes Kutai Kertanegara Regency and North Penajam Paser Regency. The administrative divisions within Balikpapan City were further formalized by the enactment of Regional Regulation No. 8 of 2012, which established various districts, namely East Balikpapan, South Balikpapan, Central Balikpapan, North Balikpapan, West Balikpapan, and Balikpapan City itself. Additionally, Regional Regulation No. 7 of 2012 was introduced to create seven subdistricts within the Balikpapan City area¹².

One of the areas of government that must be implemented by provinces, districts/cities, among others, is the land sector¹³. Based on Articles 13 and 14 of Law No. 32 of 2004 as amended by Law Number 15 of 2019 concerning the Regional Government Law indicates that matters related to land services in certain regional areas are one of the mandatory authorities of the district/city. Regional authority applies to regional autonomy as stipulated in the Regional Government Law which gives large powers to each regional party to regulate land affairs¹⁴. Based on the theory of decentralization, the central government gives authority to regional governments to regulate their regions without conflicting with national interests based on the principle of regional autonomy. This principle of autonomy aims at nothing other than the prosperity and welfare of the people in a region. People's welfare can be achieved if there is harmony between applicable legal norms and the condition of the resources available in the area.

Therefore, regional autonomy functions to maximize the role of regional governments in creating legal products that suit the characteristics of the region and its people. In this way, regional heads have the authority to determine policies to facilitate administrative activities in the region, in this case, one of which is land administration where land registration is one of the important activities to provide legal certainty of land ownership for the community. Legal

¹² Santoso, E. B., & Moenek, R. (2018). Partisipasi Masyarakat dalam Pembangunan di Kota Balikpapan. Jurnal Ilmiah Wahana Bhakti Praja, 8(2), 97–112. https://doi.org/10.33701/jiwbp.v8i2.292.

¹³ Morangki, A. (2012). Tinjauan Terhadap Kewenangan Pemerintah Daerah Dalam Penyelenggaraan Urusan Di Bidang Pertanahan. Jurnal Hukum Unsrat, 20(3), 61–78.

¹⁴ Anzward, B., & Wulan, S. E. R. (2019). Sosialisasi Pentingnya Izin Membuka Tanah Negara & Pemasangan Tanda Batas Tanah. ABDI HUKUM MASYARAKAT, 1(1).

certainty is absolute and is the main goal of law¹⁵.

Land registration must be conducted with great care and precision to ensure that the outcomes offer a guarantee of legal certainty, in alignment with the fundamental objectives of land registration. According to Government Regulation No. 24 of 1997 regarding Land Registration, there are two approaches within the land registration system: systematic and sporadic¹⁶. Systematic registration refers to the initial land registration process conducted simultaneously for all unregistered land parcels within a specific area, such as a village or sub-district. This initiative is undertaken by the Government in accordance with a long-term and annual work plan established by the State Minister for Agrarian Affairs or the Head of the National Defense Agency (BPN). In contrast, sporadic registration involves the first-time registration of one or more land parcels within a village or sub-district, either individually or collectively, initiated at the request of the rightful party seeking registration of the land in question. The execution of land registration is governed by Article 19 of Law Number 5 of 1960 (UUPA), which mandates that landowners must register their land rights to ensure legal protection and certainty.

To ensure effective land registration, it is essential to uphold a systematic administration within the land sector. This ongoing and regular land registration process is conducted by the government over an extended period, encompassing activities such as data collection, processing, bookkeeping, presentation, and the maintenance of both physical and legal data. This includes the creation of register maps pertaining to land parcels and apartment units. The issuance of a certificate confirming ownership rights to land plots, apartment units, and other entitlements is also part of this process. The objective of orderly land administration is to facilitate land registration, as stipulated in Article 3 of Government Regulation No. 24 of 1997:

- 1. To ensure legal clarity and safeguard the rights of individuals holding claims to land parcels, apartment units, and associated rights.
- 2. To furnish relevant information to stakeholders seeking essential data concerning registered land plots and apartment units.
- 3. To execute a systematic approach to land administration.

To ensure effective land administration, the National Land Agency (BPN) is entrusted with the responsibility and authority to oversee and manage this process, as outlined in the Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency

¹⁵ Julyano, M., & Sulistyawan, A. Y. (2019). Pemahaman terhadap asas kepastian hukum melalui konstruksi penalaran positivisme hukum. Crepido, 1(1), 13–22. https://doi.org/10.14710/crepido.1.1.13-22.

¹⁶ Supriadi, S. H. (2023). Hukum agraria. Sinar Grafika

Number 6 of 2018 regarding Complete Systematic Land Registration (PTSL). BPN is tasked with executing governmental functions related to land at national, regional, and sectoral levels¹⁷.

The National Land Agency (BPN) is responsible for addressing any issues that may arise within the land sector. Effective and orderly administration can be attained through the efficient implementation of land registration practices within the community¹⁸. During the implementation of the UUPA within the land registration framework in East Kalimantan, particularly in Balikpapan, land seals continued to be acknowledged as a valid method for demonstrating land ownership. This land seal takes the form of a document or deed pertaining to land ownership and/or the transfer of land rights, which is created privately (on seal paper or stamped paper). It includes the signature or fingerprint (thumbprint) of the landowner, as well as the signatures of witnesses, the head of the neighborhood association, and government officials (Village Head and Subdistrict Head). These individuals sign the document to either acknowledge or register it in the respective register book.

The proof element associated with a land seal, which can serve as a foundation for ownership, is its acknowledgment and signature by the head of the village or neighborhood association, along with government officials, concerning the land's boundaries, history, and other relevant details. However, this evidence is deemed insufficient as it lacks clarification from the official land agency. Consequently, the management of this land may lead to disputes due to inadequate validation and documentation of land ownership. The reliance on seals as evidence of land rights has contributed to the escalating and increasingly complex conflicts over land ownership in Balikpapan, attributed to the following factors:

- 1. On the same land there is more than 1 (one) land ownership because there are different seals.
- 2. As time goes by and environmental changes, the location of the land becomes unclear (especially land that uses natural boundaries, buyers who do not inspect the land location, buyers' heirs who do not know the location of the land, and so on).
- 3. There is a chance that the seal will be falsified, this is because the sub-district authorities do not know the truth of the information contained in the land seal letter.

¹⁷ Santoso, U. (2012). Kewenangan Pemerintah Kabupaten/Kota Dalam Bidang Pertanahan. ADIL: Jurnal Hukum, 3(2), 239. https://doi.org/10.33476/ajl.v3i2.56.

¹⁸ Ardani, M. N. (2019). Penyelenggaraan Tertib Administrasi Bidang Pertanahan Untuk Menunjang Pelaksanaan Kewenangan, Tugas dan Fungsi i Badan Pertanahan Nasional. Administrative Law and Governance Journal, 2(3), 476–492. https://doi.org/10.14710/alj.v2i3.476-492.

- 4. When dividing the land (grant, buying and selling, inheritance) it only provides a record of the reduction in land area.
- 5. Wrong measurement methods and lack of administrative checks/completeness lead to errors in legal and physical land data.
- 6. The number of personnel and personnel skills are not commensurate with the land owner's request to create/increase the legitimacy of his/her land ownership.

So far, there have been many problems in protecting land against use without permission which is entitled to legal authority, so a solution is needed to follow up on this. The Regional Government has opened and/or utilized State land in the City of Balikpapan to regulate permits in the land sector to ensure community welfare and also to maintain the function of environmental sustainability in the City of Balikpapan. As mentioned, the authority of the Regency/City Government in the land sector is the Permit to Clear Land¹⁹.

Therefore, the Balikpapan City Government granted a Permit to Open State Land (IMTN). To support the realization of IMTN procurement as a basis for land registration rights, in 2012 the Balikpapan City Government issued regulations prohibiting the issuance of seals and prohibiting processing land certificates using seals following the existence of Balikpapan Mayor Regulation Number 13 of 2011 concerning Services for Issuing Permits to Open/Use State Land. This continued until in 2014 the use of the Seal for Land Management Rights in Balikpapan City was changed to IMTN (Permit to Open State Land). In other words, IMTN is a replacement for Segel.

A National Land Opening Permit (IMTN) is an authorization issued by the Mayor or a designated official, allowing an individual or legal entity to utilize and benefit from land that is under direct state control, serving as a basis for rights applications²⁰. The intention behind the IMTN is to serve as a substitute for land seals, which will subsequently be archived by the District Office as part of state land records. However, it has been observed that the existence of land seals in Balikpapan City has created complications that hinder the land registration process. In response, the Mayor of Balikpapan issued Circular Letter Number 591/2060/Perkot-ptnh/2011, effective January 1, 2012, which mandates that any seal or foundational rights not yet registered with the land office must seek permission to open state land (IMTN). This permit

¹⁹ Kontu, F. F. (2019). Kewenangan Pemerintah Daerah Dalam Pendaftaran Tanah Berdasarkan Undang-Undang No 23 Tahun 2014. Lex Administratum, 7(1).

²⁰ Balikpapan Mayor Regulation Number 26 of 2015 Concerning Implementation Regulations of Regional Regulation Number 1 of 2014 Concerning Permits to Open State Land, Balikpapan City Regional News Number 26).

is a prerequisite for the registration of historical rights associated with land seals with the National Land Agency, enabling their conversion to land ownership certificates. Following the developments in Balikpapan City, the implementation of the IMTN occurred after the enactment of Balikpapan Regional Regulation No. 1 of 2014, which officially repealed Balikpapan Regional Regulation No. 8 of 2006.

But before enforcing the provisions in Balikpapan Regional Regulation No. 1 of 2014 requires implementing regulations so that the government establishes Perwali Balikpapan No. 26 of 2015. The stipulation of this regulation aims to control the system of procedures and requirements for IMTN services, as well as provide technical operational guidelines for IMTN services. This Mayor's Regulation was stipulated in Balikpapan by the Mayor of Balikpapan, namely Mr. M. Rizal Effendi, on 22 September 2015, and promulgated in Balikpapan on 23 September 2015. However, because Perwali Balikpapan No. 26 of 2015 is no longer appropriate to current conditions, the regulation was replaced with Perwali Balikpapan No. 33 of 2017 with the same aim, but there are several additional articles regulated. This Mayor's Regulation is effective from January 2, 2018, which was stipulated by the Mayor of Balikpapan Mr. M. Rizal Effendi in Balikpapan on December 18 201,7, and promulgated the day after. Changes to the old IMTN service implementation guidelines occurred because in practice several provisions of articles in Perwali Balikpapan No. 26 of 2015 made land registration activities run slowly and attracted complaints from every level of society, even regional apparatus organizations in the land sector.

With IMTN, land administration in Balikpapan City will certainly be more advanced compared to Segel. Procedures and administrative requirements for IMTN applications and issuance provide legal certainty of land management rights based on land history and rights, by the function of the area and certainty of land location. The seals issued in Balikpapan City are limited to land management rights, but most consider that the seals are legal proof of state land ownership, regardless of the function of the area, even the size and location cannot be ascertained, so it can disrupt economic development efforts, infrastructure, and community facilities. The process of sealing to a certificate or IMTN to a certificate is the same. Only the government is more dominant in administration so that when there are problems in the land, for example, there are disputes and so on, the government will find it easier to revoke rights²¹.

The advantage of IMTN compared to land seals is that IMTN has an expiration date of three

²¹ Digital property news 08 October 2019 with the title "Balikpapan Kewalahan Atas Permintaan IMTN", https://www.rumah.com/berita properti/2019/10/183583/balikpapankewalahan-atas-permintaan-imtn.)

years. This is different from the validity period of land seals which is considered uncertain (no time limit) and lacks administrative compliance due to the absence of the government's role in granting rights. The land seal has the potential to make it difficult for the Balikpapan city government to control regional development in the land sector due to abandoned land. Abandoned land which should result in the transfer of land control back to the state after a certain period is not implemented because the land seal has no time limit in effect. IMTN also functions to avoid control of land becoming idle (unproductive) land, because it has a management right limit, namely for 3 years and 1-year extension. Apart from that, the delegation of authority to regional governments is carried out because the authority in the agrarian sector can be a source of finance for the region²². IMTN can encourage an increase in regional/state income at least through PBB (Land and Building Tax) and BPHTB (Land and Building Rights Fee), while the transfer of rights in a sealed position does not provide income to the state, even land control with a seal triggers very large land control but unproductive. Therefore, IMTN procurement practices need to be carried out by the provisions so that land registration in Balikpapan City can run effectively and efficiently.

III. CONCLUSION

The policy of procuring permits to open state land (IMTN) has been in effect since 2011 after the passing of Balikpapan Mayor Regulation Number 13 of 2011 as a replacement for land seals. The legal consequence is that all landowners are obliged to apply for IMTN to seal the land they own. IMTN procurement takes effect effectively at the same time as Regional Regulation Number 1 of 2014. From a substantial perspective, the IMTN policy formulation has fulfilled the concepts of administration and legal certainty well. However, law enforcement itself is still inversely proportional to the ideal conditions expected. Even though the government has provided adequate facilities and equipment, in implementation there are still shortcomings, some of which relate to disputes resulting from overlapping land seals which are still carried over during validation of land ownership, insufficient labor personnel, and lack of government coordination in establishing service guidelines.

²² Ismail, I., Abdurrahman, A., & Sufyan, S. (2015). Kewenangan Pemerintah Daerah dalam Penyelesaian Sengketa Tanah. Kanun Jurnal Ilmu Hukum, 17(1), 1–18.