**Abstract**

This paper aims to examine the regulation of land use by the Limboto Lake community. This study uses an empirical juridical approach. The study results show that the regulation of land rights, especially land along the banks, has been regulated by the government and local governments, starting from laws and regulations, regional regulations, and other decisions. The existence of laws and regulations has given legitimacy to the state, in this case, the government, regarding the control and utilization of the land on the banks of the lake because the state legally owns the land on Lake Limboto. However, the fact is that the land on the banks of the lake has changed its function to become a community settlement, making it difficult to carry out an inventory of the surrounding population. In order to prevent mismanagement or management that is not based on the rule of law, it is necessary to have clear and accurate boundaries regarding the allotment of areas/zones for various interests so that there is no overlap between the government and the land agency, considering that some community lands already have land rights (land certificate). Thus, an alternative solution to save the lake is establishing a zoning system.
1. **Introduction**

Soil is one of the essential natural resources to fulfill human survival. In the relationship between humans and land, it is not only a place to live, but the land also provides resources for human survival. The definition of land in a juridical sense is the surface of the earth, while what is meant by land rights is rights over a particular part of the earth’s surface.¹ Land rights referred to give authority to someone who has the right to use or take advantage of the land.² The right to the land in question has been determined in Article 16 in conjunction with Article 53 of the Basic Agrarian Law so that when using or utilizing land, it does not violate applicable regulations. The principle of the right to control the state in the laws and regulations of the Republic of Indonesia Article 33 paragraph (3) of the 1945 Constitution. From this understanding, it can be concluded that the Indonesian nation or the state does not act as landowners but as an organization of power from all the people. The word "mastered" in the article is not "owned" but gives authority to the state as the powerful organization of the Indonesian nation to, at the highest level of power, do what is stated in Article 2 of the BAL.

In government regulation number 38 of 2011 concerning rivers, it is explained that a river is a natural and artificial water channel or container in the form of a water drainage network along with the water in it, starting from the upstream to the estuary bounded by a demarcation line which is a virtual line on the left and right of the trough. Rivers designated as river protection boundaries (the Republic of Indonesia, Government Regulation No.38 of 2011 concerning rivers, Chapter 1, article 1 points 1 and 9)

Rivers consist of riverbeds and riverbanks, which form the river basin. The riverbed, as referred to, functions as a space for flowing water and as a place for river ecosystems to take place. In contrast, the riparian and river functions as a buffer space between river ecosystems and land so that river functions and human activities are not mutually disturbed.

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Especially for updated rivers in urban areas, the determination of the demarcation lines is:

1) At least 10 meters from the left and right bank of the riverbed along the river channel, in case the river depth is less than or equal to 3 meters.
2) At least 15 meters from the left and right banks of the riverbed, along the river channel, if the river depth is more than 3 meters up to 20 meters.
3) At least 30 meters from the left and right banks of the riverbed, along the river channel, if the river depth is more than 20 meters.

Meanwhile, for areas outside urban areas that are updated, the determination of demarcation lines is divided into two parts, namely as follows:

1) Large rivers with a watershed area greater than 500 km² (five hundred square kilometers) are determined to be at least 100 meters from the left and right points.
2) Small rivers with a watershed area greater than 500 km² (five hundred square kilometers) are determined to be at least 50 m from the left and right banks.

From the description above, it can be seen that the parts that constitute the river space, which include the land at the riverbed and the land on the riverbank, it can be said that the emerging land is the land of the former river which is part of the riverbank.

According to Government Regulation No. 38 of 2011, the former river is controlled by the state where the location of the former river can be used to build water resources infrastructure, as replacement land for land owners whose land is affected by river channels, new cultivation areas/or protected areas following laws and regulations invitation.

The Government of Indonesia, through Minister of Public Works and Public Housing Regulation Number 28/PRT/M/2015 of 2015 concerning the establishment of river border lines and lake border lines, has defined the definition of a lake border as an area of land that surrounds and is a certain distance from the edge of a lake body which functions as a lake protection area. The determination of the lake border line
aims to limit WC activities, especially those related to development, to maintain lake sustainability, and to protect the lake ecosystem from damage. The lake boundary line is determined to be at least 50 (fifty) meters from the edge of the highest water level that has ever occurred.

Based on these provisions, the state can determine land rights owned by and or granted to individuals following specified requirements. However, the fulfillment of housing needs to be resolved in society. This is due to the increasing human need for land today, the more expensive property due to narrow land in urban areas, which is the principal place for people to make a living. While on the other hand, the land area did not increase. The concept of human relations with the land it was placing individuals and communities as inseparable provisions. This means that land is placed within the framework of the needs of the whole community so that it is not merely individualistic but more collective.

Lake Limboto is in the inferior condition in the Province of Gorontalo. Seeing the current condition of the lake, illegal development has been found on the banks of the lake, which has caused the lake ecosystem to turn into a residential area. The community's inability to buy land has caused the community to choose to use the land on the banks of the lake as a residential area which has caused the lake to experience siltation, shrinkage, a decrease in lake water quality, and a decrease in fish production. Based on the results of previous research, the decrease in the area and depth of the lake occurred in the 1930s, with a depth of 14 M with an area of ± 9000 Ha. In 2003, the lake's depth decreased to 2 M with an area of 2900 Ha. Moreover, in 2014 the depth was 2-2.5 meters with an area of 2537 Ha.

The tendency of the community to use the banks to become residential areas is not under the laws and regulations as stated in Article 23 paragraph (2) of the Regional Regulation of Gorontalo Province Number 1 of 2008 concerning Limboto Lake

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6. Gorontalo Province Environment and Information Technology Agency
Management namely "every person, group and/or legal entity is prohibited from constructing or changing buildings in the riparian area except for the purpose of lake restoration and conservation," besides that in Article 1 paragraph 8 that the lake boundary is a meeting between lake water and land within 100 M of the boundary towards the lake. The purpose of the ban on the use of the lake banks is as an effort to protect the lake ecosystem. This is because the community uses the bank of land, which can automatically cause the loss of native vegetation and damage the ecosystem. In addition, people who live on the banks of the lake generally dispose of garbage and household waste directly into the lake, even though the lake is a source of human life. Besides that, a lake is a place for fish farming, recreation, irrigation, and other. Seeing the current activities of the people around the lake, regulation is needed to regulate the use of the land on the banks of Limboto Lake.

2. Problem Statement
Based on the description above, the main problem that needs to be discussed is how to regulate the land on Lake Limboto carried out by coastal communities.

3. Methods
This study uses an empirical juridical approach. This research was conducted in Gorontalo Province. This area was chosen because most coastal communities have settled and use the lake to meet their daily needs. Thus, the lakeside area is an area that is owned individually. Furthermore, the determination of the sample is done by purposive sampling. Furthermore, the data obtained will be analyzed descriptively and qualitatively.

4. Results
4.1. Regional Regulation of Gorontalo Province Number 1 of 2008 concerning Limboto Lake Management
Management and utilization of the land on Lake Limboto by the community need to go through procedures set by the government. The use of land rights by people living in the area along the lake is contrary to Article 23 paragraph (2) of the Regional

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7 Regional Regulation of Gorontalo Province Number 1 of 2008 concerning Limboto Lake Management
Regulation of Gorontalo Province Number 1 of 2008 concerning Limboto Lake Management, namely "everyone, group and legal entity is prohibited from constructing or changing buildings in the riparian area except for lake restoration and conservation.". Legal land ownership on the lake's banks will change the lake's structure, harming the surrounding community. This is in line with what is regulated in Article 1, paragraph 8, that the lake boundary is the confluence between the lake water surface and the land within 100 M from the border boundary towards the lake.\(^9\) This means that a distance of up to 100 meters is a protected area. The intended protected area is to protect the national cultural heritage, the upstream area of a river basin, a dam or reservoir, and other protected areas, which, according to laws and regulations, are the authority of the government to manage.\(^10\) In this case, protected areas are not permitted and are limited to the use of space with the primary function of protecting environmental sustainability.

The existence of laws and regulations, especially related to lake issues, has given legitimacy to the state, in this case, the government, regarding the control and utilization of the land on the banks of the lake. Because the state legally owns the land on the banks of Lake Limboto. The purpose of lake management, as stated in Article 5, is to maintain and develop lake functions for the welfare of society, so that in its management and utilization it requires legal certainty and clarity of responsibility among stakeholders so that the management and utilization of the lake can be carried out effectively and efficiently.

**4.2. Governor of Gorontalo Decree Number 207 of 2003 regarding Land Acquisition**

Governor of Gorontalo Decree Number 207 of 2003 regarding Land Acquisition is the first step for the local government to save Lake Limboto. This has been supported by the issuance of the Regional Regulation of Gorontalo Province Number 1 of 2008 concerning Limboto Lake Management. In addition, various studies on Lake Limboto have been carried out by JICA (Japan), CIDA (Canada), and Gorontalo Provincial Government in collaboration with various parties.

\(^9\) Regional Regulation of Gorontalo Province Number 1 of 2008 concerning Limboto Lake Management
The strategy adopted by the Regional Government was to form a land acquisition committee by issuing Governor of Gorontalo Decree Number 207 of 2003 concerning establishing a Committee for Land Acquisition and Resettlement of Residents in the Limboto-Bone Bolango area.

In the Governor’s Decree above, the team has the following tasks:

1) Taking inventory of the problems encountered related to the realignment of the Limboto-Balango-Bone area.
2) Develop programs/activities in the context of realignment of the area.
3) Conduct socialization of programs or activities to the community in the Limboto-Balango-Bone area and related units as program/activity in charge.
4) Acquisition of land at construction sites and resettlement locations.
5) Guide people who will be resettled or when they have settled in new settlements.

4.3. Views of the National Land Agency (BPN) of Gorontalo Province on the Utilization of Lakeside Land

Lake Limboto is a cultural heritage that must be protected and preserved. The narrowness of available land and the increase in population, along with the development and development of the Gorontalo district, has caused the existence of residents in the area along the banks of Lake Limboto to increase. The high level of indigenous populations resulted in the lake's subdivision the lake by the emergence of communities. In addition, the price of land is relatively high and cannot be reached by the grassroots community, and the lack of vacant land that can be used to build houses, so they choose to land on the banks of the lake to be used as a settlement.

Lake Limboto is the largest lake in Gorontalo. Administratively it is located in two regions, 30% in Gorontalo City and 70% in Gorontalo Regency. Lake Limboto is located in the lowland, about 25 meters above sea level, and is downstream of 5 major rivers and 23 small tributaries. Based on Regional Regulation of the Province of Gorontalo Number 9 of 2017 concerning Spatial Plans for Strategic Areas of the Province of Danau Limboto, the area of Lake Limboto is around 3,334.11 hectares. BPDAS Bone-Bolango noted that physically the Limboto catchment has various
slopes, very steep at 6.71%, steep at 42.80%, rather steep at 3.03%, gentle at 4.24%, and flat at 43.22%.

According to Wempi, Lake Limboto has experienced the most excellent shrinkage in terms of depth and area, decreasing and leaving a vast expanse so that the community around the lake uses it as agricultural land, fishery cultivation, and even residential areas for residents who have been certified or have chosen land rights.

BWSS II data states that there are 576 plots of land with an area of 54.76 hectares that have rights or certificates on the borders and lake bodies, and most of the banks of Limboto are used by the community as permanent settlements.

In 2012 the central government, through the Ministry of Public Works and Public Housing, made a national strategic project (PSN) to revitalize Limboto lake. The Sulawesi II River area hall was responsible. When the lake overflowed, they immediately made water embankments in several places as a deterrent.

With the community's dependence on the use of the lake, many people choose to settle down and build settlements around the lake's banks; even people have made permanent settlements around the banks. The fact is that there are several buildings as permanent residences in the area along the lake.

Ownership of land rights on the banks of the lake has been passed down from generation to generation, and this is driven by the desire to obtain land for free without buying land in urban areas, which are very expensive. Apart from being used for settlements, the banks of the lake have also been utilized by the community as agricultural land. By looking at the current condition of the lake, makes it the lake look like an unoccupied area so that anyone can divide the area of the lake either for agricultural business, activities for economic interests, or even as a residential area, and the worst part is that some people already have land certificates. This is done because they have lived on the banks of the lake for decades. Regarding the community that does not have a certificate, they determine their limits using

11 Residents (living around the lake banks). (2015, August 5). Ownership of Land Rights on the Banks of the Limboto Lake [Personal communication].

http://ejurnal.ung.ac.id/index.php/jalrev/
stakes/timber without coordinating with the land agency. This is caused by the absence of restrictions from the government so that residents can freely change the shape of the building.

Related land ownership limits have been regulated in Presidential Decree No. 32 of 1990 concerning Management of Protected Areas, specifically in Article 18 that "the criteria for the area around the lake/reservoir is land along the edge of the lake/reservoir whose width is proportional to the shape and physical condition of the lake/reservoir between 50-100 meters from the highest tide point towards the land". This means that the limit of 50 to 100 meters is a protected area that must be maintained to maintain the function of the lake itself. Based on the results of interviews that community ownership of land around the lake is more than 100 meters from the lake area, the community has the right to obtain a certificate. However, based on the results of the FGD, this is in contrast to the local government, where the lakeside, which is more than 100 meters from the lake area, cannot be owned or plotted by the community as their right. So that there is an overlap between the government regarding the ownership of the bank of land, in minimizing these problems, PRONA was issued. The PRONA issued by the government at that time was only a wet rice field printing certificate. However, the community has considered it as their property. However, the provincial government considers the community not as owners but as usufructuary rights, and the land cannot be traded.

The community’s current use of the banks of the Limboto lake has caused the government, especially the BPN, to experience difficulties in conducting an inventory of the people who live on the banks of the Limboto lake. This is caused by attitudes and perceptions of the people who do not respond to the ownership of the right to the bank of the land. Besides, residents living on the banks of the lake have controlled the

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15 Ibid.
land for generations without permission from the local government and without reporting to local government officials.\textsuperscript{16} This makes it difficult for BPN to find the number of community lands that already have certificates and land that still needs certification.

4.4. Community Attitude

The problems the Gorontalo provincial government faced regarding Lake Limboto in the past few years arose when the government ran the Limboto lake revitalization program. Occupation of lake land, one of which is due to the lack of knowledge of the people living around Lake Limboto, resulting in individual control of land along the banks of the lake through land certificates issued by the BPN to several communities on the banks of Lake Limboto.

The use of riverbanks by communities is prone to conflict. This is because some of the riverbanks occupied by the community have yet to go through the procedures set by the government. Based on interviews, people live in the area along the lake to quickly obtain facilities to meet their daily needs, such as water for consumption, toilets, landfills, and so on. In this study, the number of respondents is in the following table:

\begin{table}
\centering
\caption{Number of Respondents}
\begin{tabular}{lcc}
\hline
\textbf{No.} & \textbf{Gender} & \multicolumn{2}{c}{\textbf{Gorontalo Regency}} \\
& & \textbf{Iluta} & \textbf{Hunggaluwa} \\
1 & Man & 12 & 22 \\
2 & Woman & 13 & 18 \\
\hline
\textbf{Amount} & \textbf{25} & \textbf{30} \\
\hline
\textbf{Total} & & \textbf{55 Respondents} \\
\hline
\end{tabular}

\textit{Source: Primary Data Processed in 2021}
\end{table}

Based on the table, the number of samples was 55 people/families, each consisting of 25 respondents in Iluta Village and 30 in Hunggaluwa Village. Based on interviews, all the necessities of life they have enjoyed so far have been obtained without the need for a large amount of money, sometimes even for no cost, and from the whole selected respondents (55 people) obtained information about their reasons for choosing to live on the banks of Lake Limboto.

\textsuperscript{16} Ibid.
There are also several reasons expressed by some people who have domiciled on the banks of Lake Limboto can be seen in the following table:

<table>
<thead>
<tr>
<th>No.</th>
<th>Reasons to Settle on the Banks of the Lake</th>
<th>Gorontalo Regency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Iluta</td>
<td>Hunggaluwa</td>
</tr>
<tr>
<td>1</td>
<td>(1)</td>
<td>12</td>
<td>26</td>
</tr>
<tr>
<td>2</td>
<td>(2)</td>
<td>11</td>
<td>-</td>
</tr>
<tr>
<td>3</td>
<td>(3)</td>
<td>1</td>
<td>4</td>
</tr>
<tr>
<td>4</td>
<td>(4)</td>
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</tr>
<tr>
<td></td>
<td>Amount</td>
<td>25</td>
<td>30</td>
</tr>
</tbody>
</table>

Source: Primary Data Processed in 2021

Information (Reasons to Settle on the Banks of the Lake):

(1) In general, society has a hereditary Respondents live on lake's banks because they have lived for generations as many as 38 people or 71.67% of the total respondents we met. They are used to the way of life of the people already on the ground.

(2) Finding another place to live is challenging. Another reason is that it is complicated to find a place to live that is suitable for his life, as explained by 11 respondents, or 18.33%.

(3) In general, the price of land or houses on the banks of the Limboto lake is relatively low. The land price and the house on the banks of Lake Limboto are relatively cheap, including as many as five people or by 8.33%.

(4) The lakeside location is very close to city facilities, such as places of work, schools, and markets. Respondents who gave the slightest reason because they were close to city facilities, as much as one person or 1.67%.

Based on the results of these interviews, it is evident that the population on the banks of the Limboto lake has controlled the land of the banks since ancient times, even with developments and the rapid increase in population, especially on the banks of Lake Limboto has caused many residents to use the land along the banks as an alternative place for their families to live. Along with the increase in population growth, which is relatively high, causing several areas unsuitable for development have been occupied to be used as settlements by the community, one of which is the
area along the lake.\textsuperscript{17} Lakes should be able to provide economic, social, and ecological added value, but changing these functions can threaten environmental sustainability. The occurrence of unbalanced use and conservation of lakes results in the lake is in a successional state, namely changing from an aquatic ecosystem to a terrestrial one.\textsuperscript{18}

This banyan land often causes problems between communities, one of which is a dispute over control/ownership of the banyan land. In the occurrence of these problems, Regency/City government has not made a regulation related to controlling the problem of controlling land along the banks. The results of an interview with one of the respondents indicated that to obtain a place to live, they had tried to find another place. However, because they could not buy land elsewhere, they still lived on the banks of the lake, and they did not mind if the government moved them to another place. They want the transfer to be to a better place and at least obtain adequate compensation.

\textbf{4.5. Arrangements for Land Bank Rights}

Since 1944, the National Land Agency issued certificates for 825 land parcels have certificates/rights. BPK is again trying to verify certified lands around Lake Limboto, both districts/cities, to follow up on the land acquisition process to provide certainty over community lands.

In 2014 BWSS II made a sluice gate called the Topodu canal gate, one of the most significant sluice gates to the river mouth in Gorontalo. Only now, the sluice gate has been functioning because the canal has not been completed. After all, the land around the canal's construction still needs to be improved. Several lands are located in the riparian area and the body of the lake, causing land residents not to have certainty about payment of compensation. BWSS II hesitates to make payments, worried they will be blamed for paying for state land on land certified by the state. The utilization of the lake as a residential area and as agricultural land is contrary to statutory regulations in the 1945 Constitution, especially in article 33, paragraph (3). In


addition, Article 2 of the Basic Agrarian Law explains the meaning of the right to control from the state as follows:¹⁹

(1) Based on the provisions in Article 33 paragraph (3) of the 1945 Constitution and the matters referred to in Article 1, they are controlled by the state.

(2) The right to control the state, as referred to in paragraph 1 of this article, gives the authority to:
   a. regulate and administer the allotment, use, supply, and maintenance of the earth, water, and space;
   b. determine and regulate the legal relationship between people and the earth, water, and space;
   c. determine and regulate legal relations between people and legal actions concerning earth, water, and space;
   d. Authority originating from the state's right to control in paragraph 2 of this article is used to achieve the greatest possible prosperity of the people in the sense of nationality, prosperity, independence in society, and the legal state of Indonesia, which is independent, sovereign, and prosperous

Based on article 2 of the Basic Agrarian Law and its explanation, "controlled" by the state does not mean "owned".²⁰ In this sense, the state regulates the use and use of land so that the use and utilization of land by the community does not overlap between one community and another, such as what is experienced in the area along the banks of Lake Limboto, where people who are on the banks of Lake Limboto or local communities already plotted the land along the banks as their property. However, in article 33 of the 1945 Constitution, land on the banks of the Limboto lake is state land, so the community cannot own this land. The land on the banks of Limboto lake does not belong to the community. However, it belongs to the state.

Likewise, government regulation Number 16 of 2004 concerning Land Use in Article 12 states that land originating from emerging land or reclamation results in coastal waters, tidal areas, swamps, lakes, and former rivers is controlled directly by the state. In the Circular Letter of Mennag/ka.BPN No. 410-1293/96 that naturally occurring lands such as deltas, coastal lands, lake/situ banks, river bank deposits, arising islands, and other naturally occurring lands are stated as land directly

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¹⁹ Article 2 of the Law of the Republic of Indonesia Number 5 of 1960 concerning Basic Agrarian Regulations
controlled by the state. Furthermore, the control/ownership and use are regulated by the state minister for Agrarian Affairs/Head of the National Land Agency following the applicable laws and regulations.

The existence of laws and regulations, especially related to lake issues, has given legitimacy to the state, in this case, the government, regarding the control and utilization of the land on the banks of the lake. Because the state legally owns the land on Lake Limboto. However, in reality, some people already have certificates on the banks of the land. Of course, the land certificate has a permit to use or designate the land. This is the current problem. In addition, the utilization of land rights by the people who are in the area along the lake is contrary to Article 23, paragraph 2 of the Regional Regulation of Gorontalo Province Number 1 of 2008 concerning Limboto Lake Management, namely "every person, group and/or legal entity is prohibited from constructing or changing buildings in the riparian area except for lake restoration and conservation."  

Control over the banks of the Limboto lake is a property right over land that occurs according to customary law. Related to this ownership, it must be registered at the local land office. Regarding proof of ownership of the banyan land, some residents have yet to show valid proof of ownership. Arrangements related to land management need to be complied with by all stakeholders. This is to ensure management is based on the rule of law. Thus, the government, especially the Provincial Bapedda, formed the Limboto Lake Revitalization Working Group by opening an integrated post to identify Limboto lake land certificates. With the formation of the Pokja, the government collected data on certificates by announcing through the media and then outreach to the public, especially the people on the banks of the lake, so that people who have land certificates must submit copies of their certificates to the Provincial Bapedda office to find out the number of certificate holders, over the lakeside land. In addition, the efforts made by the provincial

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21 Article 23 of the Regional Regulation of Gorontalo Province Number 1 of 2008 concerning Limboto Lake Management
23 Interview Result
government are to form a task force. This task force is a combination of City Regencies whose goal is to solve problems related to lakes, especially the problem of land occupation by the community. As stated on Article 6 of the Regional Regulation of Gorontalo Province Number 1 of 2008 concerning Limboto Lake Management, "Prevention of lake damage is carried out by making and implementing regulations, monitoring, supervising and enforcing laws against activities that have the potential to damage lakes."

From various regulations, it is clear that control of the lake's banks is prohibited because it belongs to the state. Therefore, in managing the utilization of lakeside land, it is necessary to have clear and accurate boundaries regarding the allotment of areas/zones for various interests.

5. Conclusion

The regulation of rights over the banks of the Limboto lake has yet to be clarified because many community lands around the lake do not have title certificates. Thus, an alternative solution to save the lake is establishing a zoning system.

References


24 Article 6 of the Regional Regulation of Gorontalo Province Number 1 of 2008 concerning Limboto Lake Management

Law of the Republic of Indonesia Number 5 of 1960 concerning Basic Agrarian Regulations


Regional Regulation of Gorontalo Province Number 1 of 2008 concerning Limboto Lake Management

Residents (living around the lake banks). (2015, August 5). *Ownership of Land Rights on the Banks of the Limboto Lake* [Personal communication].

