From Policy to Practice: Analyzing the Implementation of the Complete Systematic Land Registration in Palu City, Central Sulawesi

Syariatudin[1], Daswati[2], Sitti Chaeriah Ahsan[3], Syahruddin Hattab[4], Mustainah[5]
[1]syaridatudinbpn@gmail.com

[1] Student of Doctoral Programme in Social Sciences, Faculty of Social and Political Sciences, Universitas Tadulako, Indonesia

[2,3,4,5] Lecturer of Doctoral Programme in Social Sciences, Faculty of Social and Political Sciences, Universitas Tadulako, Indonesia

Article Info

Received: 2023-11-08
Revised: 2023-12-05
Accepted: 2023-12-27

Keywords:
Policy; Implementation; Complete Systematic Land Registration;

Abstract

The study investigates the implementation of the Complete Systematic Land Registration (Indonesia: Pendaftaran Tanah Sistematis Lengkap/PTSL) policy in Palu City, Central Sulawesi Province. The research is qualitative, utilizing purposive sampling to select five key informants. Data collection was conducted through observations, in-depth interviews, and document analysis. Data analysis followed the Miles and Huberman approach, involving data editing, verification, and drawing conclusions. The findings, framed within Van Meter and Van Horn's theoretical model, reveal six key dimensions of policy implementation: (1) Standards and Targets, with positive community response, particularly in land certification; (2) Resources, with adequate human resources but suboptimal financial support; (3) Inter-organizational Communication and Activity Strengthening, marked by effective collaboration among related institutions; (4) Characteristics of Implementing Agents, with National Land Office (Indonesia: Badan Pertanahan Nasional (BPN) Palu City as the technical executing body; (5) Socio-Economic and Political Conditions, reflecting supportive social environments but financial constraints and regulatory challenges; and (6) Implementor Disposition, highlighting the positive reception of PTSL, which contributes to the empowerment of local communities and suggests potential for future expansion in other regions.

I. Introduction

Land holds a strategic position in the lives of Indonesian people, who largely depend on agrarian resources. The significance of land in Indonesia is deeply embedded in the national consciousness, as reflected in terms like "*Tanah Air*" (homeland) and "*Tanah Pusaka*" (ancestral land). Recognizing this importance, the Indonesian Constitution of 1945 articulates in Article 33, Section 3, that "the earth and water and the natural resources contained therein are controlled by the State and shall be used for the greatest benefit of the people" (Ali, 2019; Yusron et al., 2024). This principle underpins the government's efforts to implement policies that align with public welfare, including the Complete Systematic Land Registration (PTSL) policy, which aims to register all land parcels in Indonesia comprehensively.

Despite these efforts, challenges persist in implementing PTSL, particularly in Palu City, Central Sulawesi Province. Issues such as low public awareness, reluctance to participate due to concerns over potential tax liabilities, and logistical hurdles have impeded the policy's success (Landemore, 2014; Wolch et al., 2014). The PTSL policy, governed by the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (BPN), is a critical government initiative designed to enhance land tenure security, streamline the registration process, and reduce land disputes. The policy's implementation is theoretically framed by Van Meter and Van Horn's model, which evaluates policy execution across six dimensions: standards and targets, resources, communication, implementer characteristics, socio-economic and political conditions, and implementer disposition.

Given the strategic importance of land registration and the unique challenges observed in Palu City, this study seeks to analyze the implementation of the PTSL policy within this context. The findings are expected to contribute to the broader discourse on public policy implementation, particularly in land administration, and provide actionable insights for improving future policy outcomes.

2. Research Method

This study adopts a descriptive qualitative research approach, focusing on the implementation of the Complete Systematic Land Registration (PTSL) policy in Palu City, Central Sulawesi. Qualitative methods are employed to explore the research subject in its natural setting, aiming to provide a comprehensive, in-depth, and credible understanding of the phenomenon (Baxter Pamela & Jack, 1990). The field research is designed to intensively study the social environment, including the interactions and conditions within the community, particularly in the neighborhoods of Duyu and Kabonena, which are representative of the

broader context of PTSL implementation in Palu.

Informants were selected through purposive sampling, targeting individuals with specific knowledge and involvement in the PTSL policy. The selected informants include key stakeholders such as the Head of the Community Arrangement and Empowerment Section at the Palu Land Office, local government officials, community leaders, and beneficiaries of the PTSL program. This selection ensures that the data collected reflects a wide range of perspectives on the implementation process.

Data collection was conducted through observations, in-depth interviews, and document analysis, allowing for triangulation to enhance the reliability of the findings (Creswell, 1999; Creswell & Clark, 2017; Creswell & Creswell, 2017). Observations were systematically recorded to capture the dynamics of PTSL implementation, while interviews provided direct insights from key informants. Documentation provided supplementary data, such as the number of land titles issued and organizational structures relevant to the PTSL program.

The collected data were analyzed using the interactive model by Miles et al., (2014). The analysis involved several steps: data collection, data reduction, data display, and conclusion drawing. Data reduction focused on selecting and summarizing relevant information, while data display involved organizing the information into a coherent narrative. Conclusions were drawn by identifying patterns, relationships, and key themes that emerged from the data. These conclusions were continually refined and verified throughout the research process to ensure validity and reliability.

3. Results and Discussion

Result

The study focused on analyzing the implementation of the Complete Systematic Land Registration (PTSL) policy in Palu City, Central Sulawesi, using the Van Meter and Van Horn model. The findings indicate that the PTSL policy implementation is influenced by several key dimensions: standards and targets, resources, inter-organizational communication, implementer characteristics, socio-economic and political conditions, and implementer disposition.

1. ***Standards and targets, resources***

   standards and targets dimension, the study found that the PTSL policy is underpinned by well-defined objectives. These objectives are focused on achieving several critical outcomes, including ensuring legal certainty for land ownership,

streamlining land administration processes, and minimizing land disputes, which have historically been prevalent in Indonesia. However, despite the clarity and relevance of these goals, the implementation of the policy faces substantial hurdles. One of the primary challenges is the low level of public awareness regarding the benefits of land certification under the PTSL program. Many residents remain unaware of the long-term advantages of participating in the program, leading to reluctance or indifference towards involvement. Additionally, concerns about potential financial implications, particularly the fear of incurring additional taxes following the registration of their land, have further discouraged participation. These barriers suggest that while the policy's targets are well articulated, their realization is hindered by socio-economic factors that require strategic intervention, such as enhanced public education and outreach initiatives to improve awareness and address misconceptions about the program's costs and benefits.

This analysis underscores the importance of aligning policy objectives with on-the-ground realities, emphasizing the need for adaptive strategies that address both the structural and perceptual barriers to effective policy implementation.

2. *Resources*

In terms of resources, the study revealed a significant disparity between the quality and quantity of human resources available for the implementation of the PTSL policy in Palu City. While the existing personnel, particularly those within the National Land Agency (BPN), demonstrated a high level of competence and dedication, their numbers were insufficient to meet the demands of the program. This shortage of staff created bottlenecks in critical areas such as land surveying, data collection, and administrative processing, ultimately hindering the overall effectiveness of the policy. The limited human resources also meant that those involved were often overburdened, leading to delays and reducing the capacity for thorough and accurate execution of tasks. This finding aligns with the broader literature on policy implementation, which underscores the importance of having not only skilled but also adequately staffed teams to ensure that large-scale initiatives are carried out efficiently.

The challenges related to financial resources further compounded the difficulties faced by the PTSL program. Insufficient funding significantly affected the ability to procure the necessary infrastructure and technology required for comprehensive land registration. For instance, the lack of advanced surveying equipment and digital tools limited the program's ability to scale its operations and maintain the accuracy of its outputs. This financial shortfall also restricted the program's capacity to invest in training and capacity-building initiatives for the existing staff, which are essential for adapting to the evolving technical demands of the land registration process. The gap in financial resources reflects a broader issue in policy implementation, where underfunding can undermine even the most well-

designed programs by limiting their operational effectiveness and long-term sustainability. To address these challenges, a more strategic approach to resource mobilization, including potential partnerships with the private sector or increased government allocation, is necessary to ensure that the PTSL policy can be fully and effectively implemented in Palu City.

3. *Inter-organizational communication*

Inter-organizational communication emerged as a critical factor in the effective implementation of the Complete Systematic Land Registration (PTSL) policy in Palu City. The research highlighted the importance of robust collaboration between the National Land Agency (BPN) and various other stakeholders, including local government bodies, law enforcement agencies, and community leaders. This collaboration was essential for coordinating efforts, sharing information, and ensuring that the different entities involved in the policy's execution worked toward common objectives. The study found that when these organizations communicated effectively, the implementation process was smoother, with fewer conflicts and misunderstandings, which in turn facilitated the achievement of the policy's goals.

However, despite the generally positive outcomes from inter-organizational collaboration, the study also identified significant areas for improvement. One of the key challenges noted was the inconsistency in communication practices across different levels of the involved organizations. In some cases, communication was found to be sporadic or reactive, rather than proactive and continuous. This inconsistency led to delays in decision-making, misalignment of goals, and sometimes, the duplication of efforts. Additionally, the lack of a standardized communication protocol across the various stakeholders created gaps in information flow, which could potentially undermine the effectiveness of the policy's implementation.

To address these issues, the study emphasized the need for more consistent and streamlined communication practices. Establishing clear communication channels, regular inter-agency meetings, and a standardized protocol for information sharing were recommended as measures to enhance collaboration. By fostering a culture of open and continuous communication, the involved organizations could better align their efforts, anticipate challenges, and respond more effectively to emerging issues. This, in turn, would contribute to a more efficient and successful implementation of the PTSL policy, ensuring that the program's objectives are met and that land registration processes are carried out smoothly and transparently across Palu City.

4. *Implementer characteristics*

The characteristics of the implementers of the Complete Systematic Land Registration (PTSL) policy revealed that the National Land Agency (BPN) in Palu

holds a pivotal position in the program's execution. As the primary executing body, BPN is responsible for coordinating the various activities related to land registration, from surveying and mapping to the issuance of land certificates. The agency's role is central not only because it oversees the technical aspects of the policy but also because it serves as the main point of contact between the government and the public, ensuring that the policy's objectives are clearly communicated and effectively realized.

However, the study highlighted that the success of the PTSL program is not solely dependent on the efforts of BPN. The effective implementation of this comprehensive policy requires the active involvement and cooperation of several other key stakeholders. Local government authorities, for instance, play a crucial role in providing the necessary support and resources at the community level. They facilitate public engagement, help address local challenges, and ensure that the program is aligned with regional development plans. Their proximity to the community also allows them to address specific concerns and adapt the implementation strategy to local socio-cultural contexts, which is essential for achieving the policy's targets.

Moreover, the involvement of law enforcement agencies is critical to maintaining the integrity of the land registration process. These agencies help prevent and resolve conflicts that may arise during the implementation of the policy, particularly in areas where land disputes are common. Their role in ensuring legal compliance and protecting the rights of landowners adds a layer of security and trust to the process, which is vital for encouraging public participation in the program.

The study also noted that the synergy between these stakeholders is essential for overcoming the various challenges that can impede the implementation of the PTSL policy. For example, collaboration between BPN and local government bodies can help streamline administrative processes, while coordination with law enforcement can mitigate risks related to land disputes. In this context, the characteristics of the implementers—such as their capacity to collaborate, communicate, and adapt to challenges—are critical determinants of the policy's overall success.

5. Socio-economic and political conditions

The socio-economic and political conditions in Palu City have largely created a supportive environment for the implementation of the Complete Systematic Land Registration (PTSL) policy. The community's understanding of the importance of land ownership, combined with a stable political climate, has contributed positively to the policy's progress. Palu's socio-economic landscape, with its mix of urban and rural populations, has generally embraced the benefits of land registration, particularly for securing property rights and preventing disputes. However, these favorable conditions are overshadowed by significant economic

challenges, most notably funding limitations. The substantial financial resources needed for comprehensive execution—covering costs related to land surveying, mapping, data collection, and certification—are in short supply, leading to delays and disruptions. The lack of funding also hampers investments in critical areas such as advanced technology and skilled personnel, resulting in inefficiencies and setbacks in meeting the high demand for land registration, especially in remote areas.

Political stability and local government support have been crucial for sustaining the momentum of the PTSL policy in Palu. The region's stable political environment has kept the policy a priority, allowing for consistent implementation without disruptions from political conflicts or leadership changes. Strong local government backing has further driven the policy forward, with authorities actively engaging the community and aligning the PTSL's objectives with broader regional development goals, such as enhancing land tenure security, supporting economic growth, and reducing poverty. However, the persistent economic challenges highlight the need for a strategic approach to resource allocation and mobilization. Enhanced collaboration between the central government, local authorities, and possibly private sector partners is essential to overcoming funding limitations and ensuring the full and effective implementation of the PTSL policy across Palu.

6. *Implementer disposition*

The disposition of the implementers involved in the Complete Systematic Land Registration (PTSL) policy in Palu City has been overwhelmingly positive, characterized by a strong commitment to achieving the policy's objectives. The implementers, particularly those within the National Land Agency (BPN) and local government, have demonstrated a clear understanding of the policy's importance and have been dedicated to overcoming the various challenges that arise during its implementation. This dedication is evident in their proactive efforts to coordinate activities, address technical issues, and engage with the community. The implementers' positive attitude and determination have been key drivers in maintaining the momentum of the PTSL program, ensuring that the policy continues to make progress despite the obstacles encountered, such as funding limitations and logistical challenges. Their commitment has been instrumental in achieving significant milestones in the land registration process, reflecting a deep-seated belief in the long-term benefits that the policy can bring to the community.

However, despite this strong commitment from the implementers, ongoing issues related to public perception and engagement continue to pose significant challenges to the policy's success. A considerable portion of the community remains either unaware of or skeptical about the PTSL program, which has hindered broader participation. Misconceptions about the policy, particularly fears related to potential tax implications or concerns about bureaucratic

complexities, have led to hesitation among some landowners. Additionally, the program's outreach efforts have not fully penetrated certain segments of the population, particularly in more remote or economically disadvantaged areas, where information about the benefits and processes of land registration is less accessible. To address these issues, there is a pressing need for more targeted and effective public engagement strategies. This could involve community education initiatives, more transparent communication about the policy's benefits and requirements, and efforts to build trust by addressing public concerns directly. Strengthening public engagement is essential not only for increasing participation but also for ensuring that the policy's objectives are fully realized across all segments of the population.

Discussion

The implementation of the Complete Systematic Land Registration (PTSL) policy in Palu City reflects both the strengths and challenges inherent in large-scale policy execution. The findings indicate that while the policy has made notable progress, several key factors continue to influence its effectiveness. The Van Meter and Van Horn model, which served as the theoretical framework for this study, highlights the critical dimensions that shape policy implementation, including standards and targets, resources, inter-organizational communication, implementer characteristics, socio-economic and political conditions, and implementer disposition.

One of the central findings is that the clear and well-defined standards and targets of the PTSL policy have provided a solid foundation for its implementation. The policy's objectives, which include enhancing legal certainty for land ownership and reducing land disputes, are aligned with the broader goals of national development and social equity (Chavunduka et al., 2021; Getie et al., 2023; Hodge, 2019; Schaller et al., 2018; Shifaw, 2019). However, despite these clear objectives, challenges related to public awareness and participation have emerged as significant barriers. As noted by Van Meter & Van Horn (1975), the success of policy implementation is closely tied to the clarity of its goals and the extent to which these goals are understood and accepted by both implementers and the target population. In Palu, the low level of public awareness and concerns about potential costs associated with land registration have hindered participation, underscoring the need for more effective public communication strategies.

The study also highlighted the crucial role of inter-organizational communication in the implementation process. Effective collaboration between the National Land Agency (BPN) and other stakeholders, such as local government and law enforcement agencies, has been instrumental in advancing the policy's objectives. However, as emphasized by Mazmanian & Sabatier (1983), the consistency and regularity of communication among implementing bodies are essential for avoiding misunderstandings and ensuring coordinated action. The findings revealed that while collaboration is generally strong, inconsistencies in communication practices have

sometimes led to delays and inefficiencies. Addressing these communication gaps through the establishment of standardized protocols and regular inter-agency meetings could significantly enhance the policy's implementation.

Furthermore, the positive disposition of the implementers has been a key strength in the PTSL program. The commitment and proactive attitude of the BPN and local government officials have driven the policy forward, even in the face of economic challenges such as funding limitations (Anderson, 2014; Howlett et al., 2009; Hudson et al., 2019; Rudder et al., 2016). However, as noted by Mazmanian and Sabatier (1983), the success of a policy is not solely dependent on the implementers' commitment but also on their ability to engage the public effectively. In Palu, ongoing issues related to public perception and engagement highlight the need for more targeted outreach and education efforts. Addressing these challenges is crucial for building the public trust and participation necessary to achieve the policy's long-term goals.

4. Conclusion

Based on the research findings, the implementation of the Complete Systematic Land Registration (PTSL) policy in Palu City, as analyzed through the Van Meter and Van Horn model, reveals several key insights across its six dimensions. The study found that the standards and targets of the policy are understood by key implementers, particularly within the National Land Agency (BPN) of Palu. The establishment of task forces is expected to support consistent and systematic implementation, ultimately increasing the number of certified land parcels. However, challenges persist, particularly concerning human resources, where the quality is high, but the quantity is insufficient to meet the demands of the program. Additionally, financial resources remain inadequate, hindering the program's capacity to fully realize its objectives.

Communication between organizations involved in the PTSL policy, including BPN, the police, and the judiciary, has been both formal and informal, operating vertically and horizontally. While BPN plays a central role as the highest implementing agency, strategic collaboration across institutions is vital for the policy's success. The socio-economic, political, and environmental conditions also significantly influence policy implementation, with the social environment and regulatory framework impacting the operational landscape. The disposition of implementers, particularly the leadership at BPN Palu, has been largely positive, with a commitment to adhering to regulations while adapting to the specific conditions of different locations.

Refrences

Ali, M. I. (2019). Status of water quality in watersheds due to mining industry activities. *International Journal of Scientific and Technology Research*, *8*(12), 1799–1805.

Anderson, J. E. (2014). *Public policymaking*. Cengage Learning.

Baxter Pamela, & Jack, S. (1990). Qualitative Case Study Methodology: Study Design and Implementation for Novice Researchers. *The Qualitative Report*, *13*(4), 544–559.

Chavunduka, C., Dipura, R., & Vudzijena, V. (2021). Land, investment and production in agrarian transformation in Zimbabwe. *Land Use Policy*, *105*. https://doi.org/10.1016/j.landusepol.2021.105371

Creswell, J. W. (1999). Mixed-method research: Introduction and application. In *Handbook of educational policy* (pp. 455–472). Elsevier.

Creswell, J. W., & Clark, V. L. P. (2017). *Designing and conducting mixed methods research*. Sage publications.

Creswell, J. W., & Creswell, J. D. (2017). *Research design: Qualitative, quantitative, and mixed methods approaches*. Sage publications.

Getie, A. M., Birhanu, T. A., & Dadi, T. T. (2023). Rural cadastral implementation and its effect on women's landholding use rights in Amhara region, Ethiopia. *Land Use Policy*, *127*. https://doi.org/10.1016/j.landusepol.2023.106556

Hodge, I. (2019). Renewing the Governance of Rural Land after Brexit: an Ecosystems Policy Approach. *EuroChoices*, *18*(2), 4–10. https://doi.org/10.1111/1746-692X.12233

Howlett, M., Ramesh, M., & Pert, A. (2009). *Studying Public Policy. Policy Cycles and Policy Subsystems*. Oxford University Press.

Hudson, B., Hunter, D., & Peckham, S. (2019). Policy failure and the policy-implementation gap: can policy support programs help? *Policy Design and Practice*. https://doi.org/10.1080/25741292.2018.1540378

Landemore, H. (2014). The Argumentative Turn Revisited: Public Policy as Communicative Practice. Edited by Frank Fischer and Herbert Gottweis. Durham, NC: Duke University Press, 2012. 400p. 26.95 paper. *Perspectives on Politics*, *12*(2), 522–524.

Mazmanian, D. A., & Sabatier, P. A. (1983). *Implementation and public policy*. Scott Foresman.

Miles, M. B., Huberman, A. M., & Saldana, J. (2014). *Qualitative Data Analysis: A Methods Sourcebook* (3rd ed.). Sage Publications.

Rudder, C. E., Fritschler, A. L., & Choi, Y. J. (2016). Public policymaking by private organizations: Challenges to democratic governance. In *Public Policymaking by Private Organizations: Challenges to Democratic Governance*. Brookings Institution Press. https://www.scopus.com/inward/record.uri?eid=2-s2.0-85011017842&partnerID=40&md5=e933b488022a78109604a5d99bc2394c

Schaller, L., Targetti, S., Villanueva, A. J., Zasada, I., Kantelhardt, J., Arriaza, M., Bal, T., Fedrigotti, V. B., Giray, F. H., Häfner, K., Majewski, E., Malak-Rawlikowska, A., Nikolov, D., Paoli, J.-C., Piorr, A., Rodríguez-Entrena, M., Ungaro, F., Verburg, P. H., van Zanten, B., & Viaggi, D. (2018). Agricultural landscapes, ecosystem services and regional competitiveness—Assessing drivers and mechanisms in nine European case study areas. *Land Use Policy*, *76*, 735–745. https://doi.org/https://doi.org/10.1016/j.landusepol.2018.03.001

Shifaw, E. (2019). An insight into land-cover changes and their impacts on ecosystem services before and after the implementation of a comprehensive experimental zone plan in Pingtan island, China. *Land Use Policy*, *82*, 631–642. https://doi.org/10.1016/j.landusepol.2018.12.036

Van Meter, D. S., & Van Horn, C. E. (1975). The policy implementation process: A conceptual framework. *Administration & Society*, *6*(4), 445–488.

Wolch, J. R., Byrne, J., & Newell, J. P. (2014). Urban green space, public health, and environmental

justice: The challenge of making cities 'just green enough.' *Landscape and Urban Planning*, *125*, 234–244.

Yusron, M., Karimah, A., Solihat, N. N., Ismayati, M., Anita, S. H., Zulfiana, D., Ismadi, Purnomo, D., Fitria, Nurcahyani, P. R., Syed Bukhari, M. N. S., Syafii, W., & Fatriasari, W. (2024). Preparation of high water-retention biodegradable kidney tray from rice straw pulp. *Materials Today Communications*, *38*, 108236. https://doi.org/https://doi.org/10.1016/j.mtcomm.2024.108236