


## Implementation of The Complete Systematic Land Registration Program (PTSL) Based on Community Participation (Study in Uranggantung Village, Lumajang Regency)

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Article Info	ABSTRACT
<b>Keywords:</b> Performance, Apparatus, Poverty, Minimizing	The complete systematic land registration program (PTSL) is a strategic step of the government in encouraging complete land administration. Lumajang Regency since 2018 has been one of the districts selected as the implementer of the PTSL program. The researcher emphasizes the research locus of Uranggantung Village. The village was selected as the target of the PTSL program in 2024. The realization of targets that are not achieved from a public program/policy (PTSL) is a <i>problem</i> that must be overcome. The purpose of this study is to describe the implementation of the complete sitematic land registration program (PTSL) in Uranggantung Village, Lumajang Regency. This study uses a descriptive qualitative research approach. The results of the study show that the implementation of the PTSL program in the form of community participation in Uranggantung Village contains several stages, namely the decision-making stage, the implementation stage, the benefit taking stage, and the evaluation stage. In addition, this study describes the implementation of the PTSL program through <i>environmental conditions, inter-organizational relationships, resources, and characteristic implementing agencies</i> .
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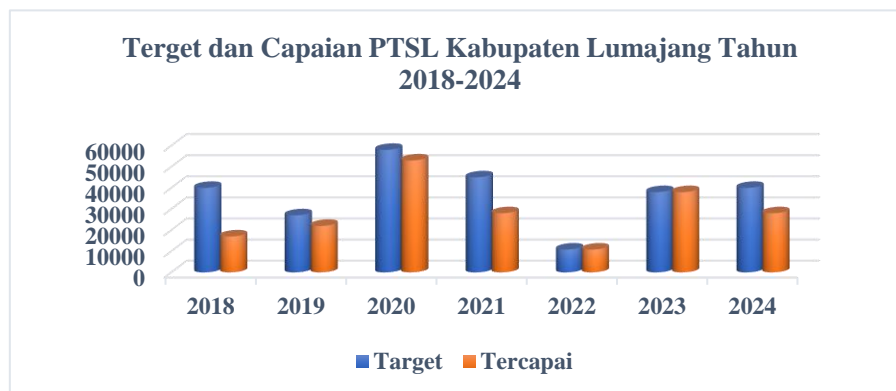
## INTRODUCTION

The complete systematic land registration program (PTSL) is a strategic step of the government in encouraging complete land administration. Land registration is defined as a series of activities carried out by the government continuously, continuously, continuously, and in an orderly manner. Land registration includes the collection, processing, bookkeeping, and presentation, as well

as the maintenance of physical data and juridical data in the form of maps and lists on: (i) Land plots, (ii) Land space, (iii) Basement, (iv) Flats units." (Suyadi, 2023). The program has been implemented throughout Indonesia. As reported by President Jokowi's explanation that, there are 31 provinces, including 201 regencies/cities (Public Relations of the Cabinet Secretariat of the Republic of Indonesia, 2020). Including Lumajang Regency.

In general, land use in Lumajang Regency includes Protected Forests and cultivation areas. Protected areas include Protected Forests and National Parks with a total area of 35,067.05 Ha or about 19.58%, while cultivated areas cover an area of 144,022.95 Ha or about 80.42% including Production Forests, People's Forests, Settlements, Agricultural Land, Inland Fisheries Plantations (ponds, ponds, ponds) and rivers and waters (RTRW Lumajang Regency 2012-2032). If it is related to the importance of land ownership certificates, then it is appropriate for the Lumajang Regency Government to appeal to the community to participate in the PTSL program.

Lumajang Regency since 2018 has been one of the districts selected as the implementer of the PTSL program. In accordance with the Regulation of the Regent of Lumajang Regency Number 19 of 2018 concerning guidelines for the implementation of PTSL. This is based on the explanation of



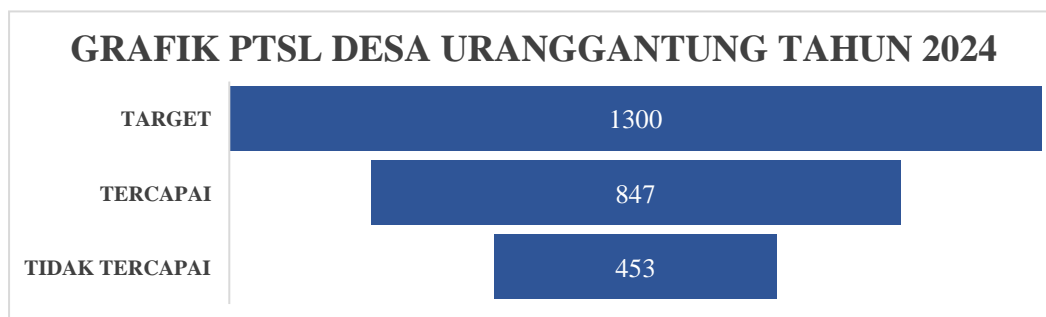
Rocky Soenoko as the head of the Lumajang Regency Land Office that, in Lumajang Regency there are still thousands of land that has not been certified in 2024 (East Java Editorial Team, 2024). The explanation is based on the PTSL targets of Lumajang Regency which have been set as follows:

*(Source: Data obtained from the archives of the Lumajang Regency Land Office in 2024)*

Based on the graph, in 2024 the PTSL target of Lumajang Regency that has been set is around  $\pm 40,000$  plots of land. From January to June 2024, the target will be achieved  $\pm 28,000$  plots of land. The target amount of PTSL in Lumajang Regency based on the graph that has been presented, is

spread across 9 (nine) sub-districts, including 25 (twenty-five) villages. The researcher emphasizes the research locus of Uranggantung Village.

The lands included in PTSL in Uranggantung Village include: agricultural land, residential land, land owned by the village government, and waqf land with a total village area of  $\pm 1.65 \text{ Km}^2$ . Most of the land utilization and area in Uranggantung Village is residential land with an area of 63 hectares, livestock land with an area of 7 hectares, and agricultural land with an area of 95 hectares. On this basis, Uranggantung Village was selected as the target of the PTSL program in 2024. The amount of the PTSL target for Uranggantung Village in 2024 can be seen in the following illustration:



(Source: Lumajang Regency Land Office Archive in 2024)

Based on the graph The realization of targets that are not achieved from a public program/policy is *problem* that must be overcome. From the entire public policy process (policy formulation, policy implementation, policy monitoring, to policy evaluation), the stages that clearly give positive meaning and real contribution to *Output* And *outcomes* of the entire public policy process is policy implementation (Sutmasa, 2021).

According to Van Meter and Horn, policy implementation is a real action carried out by individuals (government employees), or government groups, or the private sector that is directed to achieve the goals that have been set in the previous policy draft. In addition, the understanding of implementation according to Purwanto and Sulistyastuti (2015), is an activity to distribute policy outputs (*to delivery policy output*) carried out by the implementers to the target group (*Target Group*) as an effort to realize policy objectives. Furthermore, this study reviews in terms of policy implementation factors according to Rondinelli and Chema (1983) in Awang, (2010), namely: (i) Environmental conditions (*enviromental conditions*), (ii) Inter-organizational relationships (*inter-*

*organizational relationship*), (iii) Resources (*Resources*), and (iv) Character of the implementing institution (*Characteristic implementing agencies*).

In the implementation of the policy, according to the study Stankovics *et al.* (2024), in his study emphasized the need for as much policy support as possible from stakeholders, this is to help in decision-making. In line with the results of the research Aziz and Ariffin (2024), emphasized in his writing that, effective implementation ensures that the results are in line with policy objectives. Things that can affect policy implementation such as: political system, adequate resources, appropriate technology, and public awareness and participation. In addition, the results of the study Mahfuj and Alom (2021) stated that external influences (NGOs and communities) and internal commitments (government organizations) are good steps in implementing policy implementation.

One of the keys to the success of the implementation of the PTSL program is the cooperation between tarkait actors. The actors in question are the National Land Agency, the Village Government, and community participation that is the target of the PTSL program. This is as stated in Government Regulation ATR/BPN Number 6 of 2018 concerning Complete Systematic Land Registration, in Article 42 paragraph (1) The Implementation of Complete Systematic Land Registration can be carried out based on community participation. Pidarta in Dwiningrum (2011), Participation is the involvement of one or several people in an activity.

The forms of community participation of Cohen and Uphoff in Dwiningrum (2011) are: a) Decision Making, which is an alternative determination with the community to reach an agreement on various ideas related to common interests. b) Implementation, which is the mobilization of resources and funds in the implementation of a program and is a determinant of the success of the program. c) Benefit Take, which is participation related to the quality and quantity of program implementation results that can be achieved. d) Evaluation, which is related to the implementation of the program as a whole. This stage aims to find out how the implementation of the program runs.

Based on the research background that has been mentioned, the researcher is interested in conducting a study on the Implementation of the Complete Systematic Land Registration Program (PTSL) based on community participation in Uranggantung Village, Lumajang Regency. The purpose of this study is to describe the implementation of the complete sitematic land registration program (PTSL) in Uranggantung Village, Lumajang Regency.

## METHOD

This study uses a descriptive qualitative research approach. As according to (Nasution, 1998) Qualitative research is essentially observing people in their environment, interacting with them about the world around them. In addition, regarding descriptive research, Nawawi (1998) states that descriptive research is only limited to trying to reveal a problem or situation and events as they are so that they are fact finding. The determination of the informant is based on his knowledge. The researcher uses a purposive technique in the selection of informants.

The data collection techniques used by the researcher in this study are primary data: in-depth interviews, and secondary data: in the form of documents related to PTSL, book and journal references. This study uses an interactive data analysis method by Miles, Huberman, and Saldana (2014), namely: 1) Data condensation, 2) Data presentation, 3) Data reduction, and 4) Conclusion. In addition, this study uses data triangulation techniques.

## RESULTS AND DISCUSSION

### Result

#### **Implementation of the Complete Systematic Land Registration Program (PTSL) Based on Community Participation**

The implementation of PTSL in Uranggantung Village, Lumajang Regency is reviewed in terms of community participation. The form of community participation in PTSL Uranggantung Village can be summarized through several stages, namely: the decision-making stage, the implementation stage, the decision-making stage, and the evaluation stage. These various stages are a form of public participation proposed by Cohen and Uphoff in Dwiningrum (2011).

### Decision

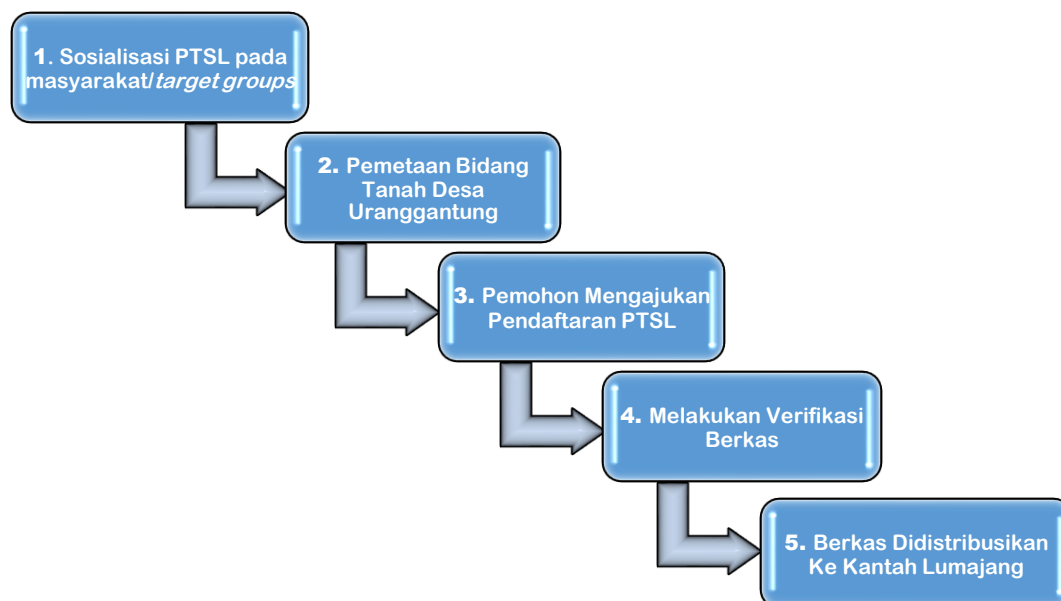
Decision-making is the process of making choices to address a particular problem or situation. The existence of the PTSL program is inseparable from problems related to the number of uncertified land in Uranggantung Village. From the results of interviews and observations conducted by the researcher, the decision was made once, namely during the coordination between the BPN and the Uranggantung Village, the result of the agreement was the determination of the PTSL target of 1,300 certificates. These stages have involved elements of the Uranggantung Village community. Starting from

the leaders of Uranggantung village to residents in general as landowners and at the same time *PTSL target groups*. Thus, the form of decision-making stages involves community participation.

The importance of socialization and counseling of a program so that policies can be known to the public (*Target Groups*). Thus, it is hoped that the public will be involved and participate in a program that is being implemented by the government. As the research Sarson and Junus (2022) With counseling or socialization, it has shown an increase in public knowledge and understanding of the applicable law.

### Implementation

A public program or policy will not have any impact without the program or policy being implemented. For the sake of the smooth implementation of the PTSL program, the village made an implementation plan based on PTSL technical instructions Number 3/JUKNIS-HK.02/III/2023. The implementation of the Uranggantung Village PTSL program can be presented as the following illustration:



(Source: interview with the Person in Charge of Pokmas Uranggantung Village, September 2, 2024)

Based on this illustration, at the stage of socialization or counseling and the stage of mapping land parcels accompanied by the installation of land boundary markers, it has been carried out based on general community participation. The community in question ranges from the leaders of Uranggantung village to residents in general as land owners and at the same time *PTSL target groups*. In addition, at the stage of verifying the files and the stage of distributing the files to the Lumajang District, it was carried out by the Community Group or Pokmas consisting of nine people.

The participation of Community Groups or pokmas is urgently needed in the implementation of the PTSL program in Uranggantung Village. This is based on the shortage of human resources in Kantah

Lumajang. Thus, the existence of Pokmas is an assistance party from the village to Kantah Lumajang in order to succeed the PTSL program in Uranggantung Village in 2024. As the results of the research Listyowati, Bilyastuti and Nuryati, (2023), that Pokmas periodically checks starting from the time of registration to the issuance of the land certificate. So that the purpose of the PTSL program to ensure legal certainty and legal protection can be achieved.

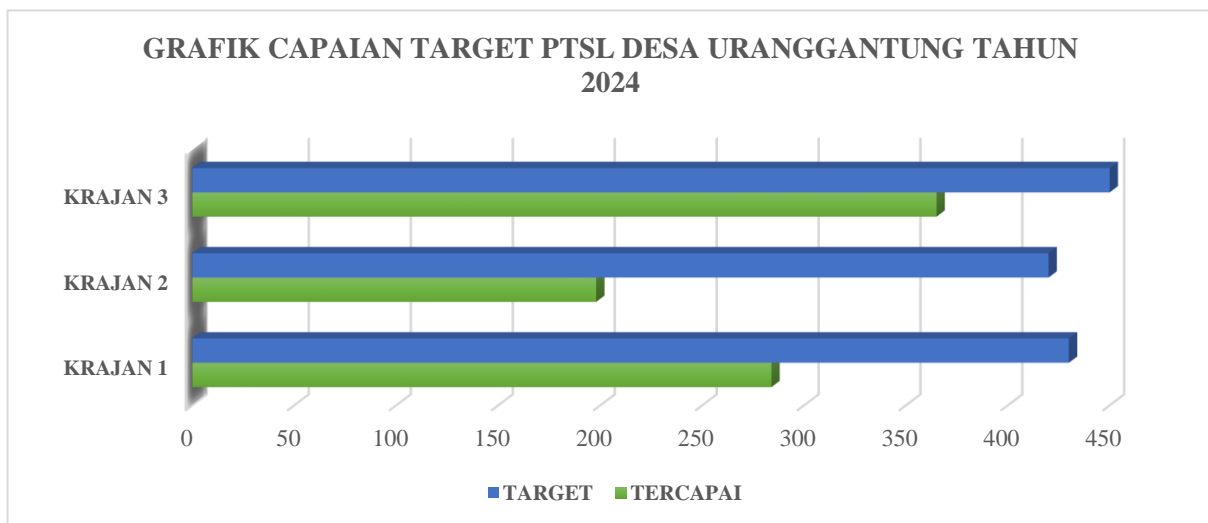
### Benefit Extraction

Basically, every public program/policy will have benefits for the community's environment. Because public programs/policies are based on the needs of the public at large. The PTSL program in Uranggantung Village brings benefits to the community (*target groups*), and on the other hand is beneficial to the Uranggantung Village Government. The immediate impact is that the size of the land becomes clear, the savings in registration costs when compared to routine registration, namely non-PTSL. The other side of the benefits of PTSL, according to the Secretary of Uranggantung Village, is that the certificate can be used as collateral for loans at banks. However, the researcher has not found a *target group* that uses the PTSL certificate as collateral for loans at financial institutions. Meanwhile, further impacts can suppress land conflicts.

This impact is in line with the study Winarta and Trimurni (2023), who explained that the PTSL program has a positive impact on people who have a low economic level to register their land. The lands in Uranggantung Village should have been certified so that they have legal force and a clear land ownership status. This is based on avoiding land conflicts in the future. So that the goal of the PTSL program can be achieved, namely the realization of a complete village map.

## Evaluation

One important thing in public policy that cannot be missed is the evaluation stage. Whether a policy/program has been implemented according to what is planned, and whether the impact of a policy/program has been in accordance with what is planned. In terms of the PTSL program in Uranggantung Village, the setting of targets with the targets achieved is not in accordance with expectations, this can be seen in the following graph:



(Source: interview with the Person in Charge of the Uranggantung Village Pokmas. September 4, 2024)

Based on the graph, the distribution of the PTSL target for Uranggantung Village in 2024 as a whole has not been achieved in each hamlet. The target set at the beginning was 1,300 certificates, but it reached 847 plots of land or around 65%. The overall target achievement has included various types of land in Uranggantung Village, namely: agricultural land, non-agricultural land, waqf land, and village treasury land. The achievement of the target that was not achieved allegedly had several obstacles. The obstacle in question is the complaint of the community (*target groups*) who say that the cost of 500,000 thousand still tends to be expensive. Then the constraint of the slow measurement time for the reason that it coincides with the holy month of Ramadan. In addition, there are some files that cannot be processed.

Review policy evaluations with reference to studies conducted by Sari and Jumiati (2020), about the evaluation of the PTSL program using the *on-going*. There are improvements for the success of a program. The most emphasized thing is the aspect of time and human resource efficiency. In the Uranggantung Village PTSL program, the implementing actors are less target-oriented. This is based on the failure to achieve the target that has been set. Then from the aspect of communication with the community regarding the cost of PTSL, if the delivery to the community is done properly and correctly, it will certainly reduce people who complain about the high cost of registration.



## **Factors for the Implementation of the Complete Systematic Land Registration Program (PTSL) in Uranggantung Village**

### **a. Environmental conditions**

According to Rondinelli and Chema (1983), the first factor, which affects the implementation of the policy, is environmental conditions. Policies arise from a specific and complex socio-economic and political environment that takes the form not only of the substance of the policy, but also of the form of inter-organizational relationships and the characteristics of the implementers, as well as the number of determinations and types of resources available in the implementation of the policy (Awang, 2010).

The environmental condition of Uranggantung Village is agrarian dominated by agricultural land in the form of rice fields and plantations, in addition to residential land. The management of rice fields and gardens has a great influence on the livelihood of the Uranggantung community, because the residents of Uranggantung earn income as farm laborers. In this regard, land management (rice fields and gardens) will tend to have the potential to cause conflicts if the legal status of the land managed is unclear. Based on the discussion mentioned earlier, the status of certified land in Uranggantung Village only amounts to 23 plots of land out of a total of 1052 plots. There are still hundreds of land that has not been certified. Therefore, this factor is the focus of attention on the implementation of the PTSL program in Lumajang Regency.

The political conditions that are very influential, namely the enactment of ATR/BPN RI Regulation Number 6 of 2018 concerning PTSL, are emphasized by the directive of the President of the Republic of Indonesia Number 2 of 2018 concerning the acceleration of PTSL in all regions of the Republic of Indonesia. Then for its implementation in Lumajang Regency with the issuance of Lumajang Regency Regent Regulation Number 19 of 2018 concerning the implementation of PTSL through community funds.

### **b. Inter-organizational relationship**

The second factor according to Rondinelli and Chema (1983) The success of policy implementation is influenced by the relationship and coordination of various organizations at different levels, local government activities, as well as the central government as well as other non-governmental organizations and non-profit organizations (Awang, 2010). The Lumajang Regency Office as the actor organizing PTSL coordinated with the Uranggantung village. In its implementation, there is uncertainty regarding the determination of the implementation time from the Lumajang Kantah to the Uranggantung Village. At the initial coordination stage regarding the implementation time, it will take place from March 2024 to October 2024. Then, it has changed, namely from March 2024 to September

2024. Then, it again experienced a change in the implementation time, namely from March 2024 to September 2024.

### c. Resources

Related factors *Resources* According to Rondinelli and Chema (1983), resources for policy and program implementation, a conducive environment and organizational effectiveness are important parts of the implementation of decentralization policies, including the availability of funds, administration, technical support as well as the determination of expenditure and the effects of decentralization programs (Awang, 2010). The findings during the research showed that the PTSL program in Uranggantung Village contained resources, namely, facilities and infrastructure, financial, and human. Facilities and infrastructure in this case contain items that are technical, including the making/procurement of benchmarks, the availability of ATK (Office Stationery), and the filing of applicants. These items (facilities and infrastructure) cannot be separated from financial resources. Because in essence, financial resources come from the applicant's funds of Rp. 500,000. This has been regulated in the Lumajang Regent Regulation Number 19 of 2018 concerning the implementation of PTSL through community funds.

The human resources in the composition of the PTSL adjudication committee of Uranggantung Village are 9 (nine) people from pokmas. Nine pokmas people were deployed for assistance tasks in the field of physical task force as many as five people, and assistance tasks in the field of juridical and administrative task forces as many as four people. The task of assistance from this pokmas is to meet the shortage of human resources from the Lumajang Kantah. Based on the results of the research, Kantah Lumajang in implementing the PTSL program in Uranggantung Village urgently needs pokmas for the smooth implementation of the policy, with a target of 1,300 plots of land and must pay attention to the implementation period of six months.

### d. Character of implementing agencies

According to Rondinelli and Chema (1983), the characteristic factors of implementers that determine the success of policy implementation (Awang, 2010). In the case of PTSL in Uranggantung Village, the program actors are less target-oriented. This is evidenced by the failure to meet the target of the PTSL program. In addition, there is no discretion from the Uranggantung Village. Indeed, this has no effect on the implementation of the program. However, it is good when the target situation is not achieved, the village issues a decree in the form of cost loan assistance for the community (*Target Groups*) who have not registered their land. Then *Target Groups* can pay it off in installments according to the agreement of each party.

## CONCLUSION

The implementation of the PTSL program in the form of community participation in Uranggantung Village contains several stages. The decision-making stage, the implementation stage and the benefit-taking stage have been carried out through general community participation. However, at the evaluation stage, it only involves the participation of community groups or pokmas.

The factors for the implementation of the PTSL program in Uranggantung Village, the first factor, namely the environment is agrarian dominated by agricultural land in the form of rice fields and plantations, in addition to residential land. As for the political conditions, there are several regulations that regulate the implementation of the PTSL program. The second factor is inter-organizational relationships. The Lumajang Regency Office as the actor organizing PTSL coordinated with the Uranggantung village. In its implementation, there is uncertainty regarding the determination of the implementation time from the Lumajang Kantah to the Uranggantung Village. The third factor is resources, containing facilities and infrastructure, financial, and human. The fourth factor is the characteristics of implementers who are not target-oriented.

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