

Article

A Study on the Implementation of a Complete Systematic Land Registration Program in Bunut Sub-District, Pelalawan District

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Abstract: This study analyzes the effectiveness of multi-stakeholder collaboration in the implementation of the Complete Systematic Land Registration (PTSL) program in Bunut District, Pelalawan Regency. The PTSL program as a government effort to provide legal certainty over land ownership requires cooperation from various stakeholders in its implementation. With a qualitative approach and case study design, this study uses the collaborative governance framework from Emerson et al. (2012) to analyze three main dimensions of collaboration: principled engagement, shared motivation, and capacity for joint action. Data were collected through in-depth interviews with 27 informants, participant observation, focus group discussions, and documentation studies. The results of the study indicate that multi-stakeholder collaboration in the implementation of PTSL in Bunut District shows varying effectiveness in various dimensions. In the principled engagement dimension, collaboration is quite effective in the aspects of discovery and definition, but is still limited in the aspects of deliberation and determination. In the shared motivation dimension, there are limitations in building mutual trust and understanding between the community and technical agencies. Meanwhile, in the capacity for joint action dimension, there are strengths in the aspects of procedural arrangements and leadership, but significant limitations in the aspects of knowledge and resources. Supporting factors for collaboration include political commitment, community awareness, the role of traditional leaders, effective communication platforms, and academic involvement. Meanwhile, inhibiting factors include differences in interests between stakeholders, limited technical capacity at the village level, communication and coordination problems, historical land complexity, and budget constraints. The study recommends strategies to increase the effectiveness of collaboration through strengthening multi-stakeholder forum institutions, developing technical capacity, increasing transparency and accountability, developing effective conflict resolution mechanisms, strengthening the role of village governments, and allocating adequate resources. The research findings contribute to the development of collaborative governance theory in the Indonesian context, especially in rural areas with unique socio-cultural characteristics.

Keywords : Collaborative governance, Complete Systematic Land Registration (PTSL), Land administration, Policy implementation

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1. Introduction

Land is an important asset that is the source of life for the community. Clarity on the legal status of land ownership is fundamental in efforts to prevent conflict and provide legal certainty for the community. In Indonesia, land issues are still a complex issue with a high number of land disputes caused by unclear legal status of ownership. Based on data from the National Land Agency (BPN), until 2023, out of approximately 126 million land parcels in Indonesia, only around 60% are registered and have certificates. This condition encourages the government to implement the Complete Systematic Land Registration (PTSL) program which is part of the agrarian reform agenda and realizes one of the nawacita programs, namely improving the quality of life of the Indonesian people.

PTSL is regulated in Regulation of the Minister of Agrarian and Spatial Planning/Head of the National Land Agency Number 6 of 2018 on Complete Systematic Land Registration. This program aims to provide legal certainty and legal protection of community land rights in a certain, simple, fast, smooth, safe, fair, equitable, and open and accountable manner, so as to improve the welfare and prosperity of the community. The PTSL program is designed to accelerate the land registration process throughout Indonesia and reduce the costs incurred by the community to obtain land certificates.

Pelalawan Regency as one of the regencies in Riau Province has an area of approximately 13,924.94 km² with a population of 429,522 people based on BPS data in 2023. The geographical condition of Pelalawan Regency, which mostly consists of plantation, forest and settlement areas, makes land issues a very crucial matter in this area. Bunut Sub-district, as one of the subdistricts in Pelalawan Regency, has similar characteristics with the socio-economic conditions of the community largely dependent on the agricultural and plantation sectors. Based on data from the Pelalawan District Land Office, of the approximately 15,000 parcels of land in Bunut Sub-district, only around 40% have certificates. This indicates that there is still a large amount of unregistered land and the potential for conflict in the future.

The implementation of the PTSL program in Bunut Sub-district requires multistakeholder collaboration involving the Pelalawan District Land Office, Bunut Sub-district Government, Village Government, community leaders, academics, the private sector and the community. Collaboration is very important given the complexity of land issues that cannot be resolved by one party alone. The multi-stakeholder collaboration model emphasizes the division of roles, responsibilities and resources as well as effective communication between various parties in achieving common goals.

However, based on initial observations and preliminary studies conducted in Bunut Subdistrict, several problems were found in the implementation of the PTSL program. These problems include a lack of coordination between stakeholders, limited human and budgetary resources, a lack of public understanding of the importance of land certification, conflicts of interest between various parties, and technical obstacles in the process of measuring and mapping land. These problems have the potential to hinder the effective implementation of the PTSL program in Bunut Sub-district.

Effective collaboration between various stakeholders is key in overcoming these problems. In this context, the effectiveness of multi-stakeholder collaboration can be seen from various aspects such as clarity of common goals, commitment of the parties, clear division of roles and responsibilities, open communication, trust between parties, good conflict management, and the existence of evaluation mechanisms and shared learning. However, a comprehensive study on the effectiveness of multi-stakeholder collaboration in the implementation of the PTSL program in Bunut Sub-district has never been conducted.

Previous research conducted by Nugroho (2022) on the implementation of PTSL in Pelalawan District only focused on the technical aspects of program implementation without examining in depth the collaboration between stakeholders. Meanwhile, Rahmawati's (2023) research on community participation in the PTSL program in Pangkalan Kerinci Sub-district emphasizes more on the participation aspect without comprehensively examining collaboration. Thus, there is still a research gap that needs to be filled through a more in-depth study of the effectiveness of multi-stakeholder collaboration in the implementation of the PTSL program in Bunut Sub-district.

Based on the literature review above, several research gaps have been identified. First, the majority of research on PTSL focuses more on technical and legal aspects, while the collaboration aspect has not been studied in depth. Second, although several studies have discussed collaboration in the implementation of land policies, none have specifically analyzed the effectiveness of multi-stakeholder collaboration in the implementation of PTSL using a comprehensive theoretical framework. Third, research on the implementation of PTSL in Bunut District, Pelalawan Regency is still very limited, so it does not provide sufficient understanding of the dynamics of collaboration in the local context. This study is expected to fill this gap by analyzing the effectiveness of multi-stakeholder collaboration in the implementation of the PTSL program in Bunut District, Pelalawan Regency, using the collaborative governance theoretical framework developed by Emerson et al. (2012) and modified according to the local context.

Based on this background, this study aims to analyze the effectiveness of multistakeholder collaboration in the implementation of the Complete Systematic Land Registration program in Bunut Sub-district, Pelalawan Regency. This research is expected to

2. Literature Review

• Public Policy Implementation Concept

Public policy implementation is a crucial stage in the policy cycle, which determines the success of a policy in achieving its goals. Van Meter and Van Horn (1975) define policy implementation as an action taken by individuals or groups in government or the private sector that is directed at achieving the goals set in policy decisions. In line with that, Edward III (1980) emphasized that policy implementation is the stage of policy making between policy formation and the consequences of the policy for the community it affects. A study conducted by Purwanto and Sulistyastuti (2015) identified factors that influence the success of policy implementation, including: (1) policy quality; (2) adequacy of input; (3) instrument accuracy; (4) implementor capacity; and (5) characteristics and support of target groups. In the context of PTSL, Silviana's (2021) research shows that the success of the PTSL program implementation in Semarang Regency is influenced by the implementer's commitment, clarity of procedures, and community participation.

• Complete Systematic Land Registration (PTSL)

PTSL is a government program that aims to provide legal certainty for land. According to Hermit (2009), systematic land registration is a land registration activity for the first time which is carried out simultaneously for all land registration objects that have not been registered in the area or part of the area of a village/sub-district. In accordance with the Regulation of the Minister of ATR/BPN No. 6 of 2018, PTSL covers all land registration objects throughout Indonesia. Ismail's research (2020) revealed that the PTSL program has succeeded in significantly increasing the number of cer-

tified land in Indonesia, although various obstacles are still found in its implementation. Meanwhile, a study conducted by Mujiburohman (2018) highlighted the importance of a participatory approach in the implementation of PTSL to ensure the success of the program and minimize the potential for conflict.

- **Multi-Stakeholder Collaboration**

Multi-stakeholder collaboration is an approach that involves various parties with diverse interests to work together to achieve common goals. Ansell and Gash (2008) define collaborative governance as a government arrangement in which one or more public institutions directly involve non-government stakeholders in a formal, consensus-oriented, and deliberative collective decision-making process. Emerson et al. (2012) developed a collaborative governance framework that includes three main dimensions: (1) collaboration dynamics, which include engagement principles, shared motivation, and capacity for joint action; (2) collaborative systems, which consist of political, legal, socioeconomic, and environmental influences; and (3) collaboration results, both outcomes and adaptations. In the context of land, research by Sulaeman et al. (2022) shows that collaboration between the government, community, and private sector is very important in solving various land problems. A study conducted by Rachman (2019) in Boyolali Regency showed that the effectiveness of PTSL implementation was greatly influenced by the quality of coordination and collaboration between various stakeholders.

- **Collaboration Effectiveness in Policy Implementation**

Collaboration effectiveness refers to the extent to which cooperation between various parties succeeds in achieving the stated goals. Thomson and Perry (2006) identified five dimensions of collaboration effectiveness, namely governance, administration, organizational autonomy, mutuality, and norms of trust and reciprocity. In line with that, Provan and Kenis (2008) emphasized the importance of governance structure in determining the effectiveness of collaboration. Research conducted by Kurniasih et al. (2017) on collaboration in the implementation of spatial planning policies in West Java shows that collaboration effectiveness is influenced by communication factors, leadership, shared commitment, and organizational capacity. Meanwhile, a study conducted by Widodo et al. (2019) revealed that effective collaboration in the land certification program in the Special Region of Yogyakarta Province is characterized by clear roles and responsibilities, open communication, and good conflict resolution mechanisms.

- **PTSL and Multi-Stakeholder Collaboration in Bunut District**

Several previous studies have examined the implementation of PTSL in various regions in Indonesia, but studies that specifically discuss multi-stakeholder collaboration in the implementation of PTSL in Bunut District, Pelalawan Regency are still limited. Nugroho's (2022) study on the implementation of PTSL in Pelalawan Regency only focused on the technical aspects of program implementation. Meanwhile, Rahmawati's (2023) study emphasized the aspect of community participation in the PTSL program in Pangkalan Kerinci District. Although there has been no comprehensive study on multi-stakeholder collaboration in the implementation of PTSL in Bunut District, several studies in other areas can be valuable references. For example, Saputra's (2021) study in Kampar Regency, Riau, showed that the effectiveness of PTSL implementation was greatly influenced by the quality of coordination between government institutions and the support of community leaders. Cahyono's (2020)

study in Indragiri Hulu Regency revealed the importance of the role of village governments and traditional leaders in bridging communication between the BPN and the community.

3. Research Method

This study uses a qualitative approach with a case study design to analyze the effectiveness of multi-stakeholder collaboration in the implementation of the Complete Systematic Land Registration program in Bunut District, Pelalawan Regency. The qualitative approach was chosen because it is able to provide an in-depth understanding of the complexity of collaboration between various stakeholders in a particular social context. The study was conducted in Bunut District, Pelalawan Regency, focusing on the implementation of the PTSL program that has been running since 2020 to 2023. Research informants were determined by purposive sampling, including Pelalawan Regency Land Office officials, sub-district heads and staff of Bunut District, village heads, community leaders, academics, representatives of PTSL Community Groups (Pokmas), and community beneficiaries of the program. Data collection was carried out through in-depth interviews, participatory observation, focus group discussions (FGD), and documentation studies. In-depth interviews were conducted using semi-structured interview guidelines to explore informants' perceptions of the effectiveness of collaboration in the implementation of PTSL.

Participatory observation was carried out by directly observing the collaboration process in activities related to the implementation of PTSL such as socialization, measurement and mapping, and dispute resolution. FGD was conducted by involving various stakeholders to gain a comprehensive understanding of the dynamics of collaboration. Documentation studies were conducted on related documents such as regulations, technical instructions, implementation reports, and meeting minutes. Data analysis used the interactive model of Miles, Huberman, and Saldana which includes data condensation, data presentation, and drawing conclusions. Data validity was ensured through triangulation of sources, methods, and time, as well as member checking. The analytical framework used was the collaborative governance framework developed by Emerson et al. (2012) with a focus on three main dimensions, namely: principles of engagement, shared motivation, and capacity for joint action. This study also pays attention to ethical aspects such as informed consent, confidentiality of informant data, and use of data in accordance with research objectives.

4. Results And Discussion

• Overview of PTSL Implementation in Bunut District

The implementation of the Complete Systematic Land Registration Program (PTSL) in Bunut District, Pelalawan Regency has been carried out intensively since 2020 with a target of completing certification of 5,000 land plots by 2023. Based on data from the Pelalawan Regency Land Office, by the end of 2023, 3,782 land plots or around 75.64% of the target had been successfully certified. Bunut District consists of 9 villages with varying geographical conditions, ranging from densely populated residential areas to large plantation areas. The majority of the population of Bunut District work as farmers and plantation owners with relatively low levels of education. This condition is a challenge in itself in implementing the PTSL program which requires technical and administrative understanding from the community.

The implementation of PTSL in Bunut District involves various stakeholders who have different roles and responsibilities. The Pelalawan District Land Office acts as the

leading sector responsible for planning, technical implementation, and program supervision. The Bunut District Government plays a role in coordinating and facilitating activities at the sub-district level and bridging communication between the Land Office and the village government. The village government plays a role in socializing the program to the community, collecting files, and facilitating measurement activities in the field. The PTSL Community Groups (Pokmas) formed in each village play a role in organizing the community and assisting in the administrative process. Community leaders and traditional leaders play a role in mediating conflicts that arise during the land registration process. Academics from local universities provide technical assistance, especially related to legal aspects and mapping. Meanwhile, the community as beneficiaries plays an active role in preparing documents and assisting in the measurement process.

- **Effectiveness of Multi-Stakeholder Collaboration in PTSL Implementation**

- ❖ **Principled Engagement**

The results of the study indicate that the involvement of various stakeholders in the implementation of PTSL in Bunut District is based on fairly clear principles, although there are still some obstacles in its implementation. The process of discovery of information and common interests has been carried out through a series of coordination and socialization meetings involving all stakeholders. The Pelalawan Regency Land Office routinely holds monthly coordination meetings with the sub-district and village governments to discuss program developments and obstacles faced. The process of defining problems and common goals was also carried out quite well, where all stakeholders have the same understanding of the importance of land certification for the community and government.

However, in terms of deliberation and determination, there are still significant obstacles. The results of interviews with several village heads showed that their involvement in strategic decision-making is still limited, where many technical policies are determined top-down by the Land Office without considering specific conditions in the field. One village head stated: "We are often only involved as implementers in the field, even though we are the ones who understand the characteristics and problems of the land in our village better. Decisions about targets, schedules, and measurement techniques are usually determined from above without in-depth discussion with us." This condition causes some technical policies to be less appropriate to local conditions. For example, the determination of land measurement schedules often coincides with the harvest season, thus reducing community participation. However, there has been an improvement in the deliberation process in the last two years, where the Land Office has begun to be more open to input from the village government and community in preparing the schedule and technical implementation of the program.

- ❖ **Shared Motivation**

Analysis of the shared motivation aspect shows that there are variations in the level of motivation among stakeholders. The results of the study revealed that mutual trust between stakeholders is quite good, especially between the sub-district government, village government, and community leaders who have had previous working relationships in various development programs. However, trust between the community and Land Office officers still needs to be improved. Several cases of community dissatisfaction with the measurement results and the length of the certificate issuance process are factors that reduce community trust in the PTSL program.

In the aspect of mutual understanding, there is a significant gap in understanding. The Land Office and government officials have a good technical understanding of

the procedures and benefits of PTSL, while some people still have limited understanding. The results of FGDs with community groups revealed that many residents do not fully understand the land registration procedures and the document requirements needed. This condition causes many incomplete files and delays in the certification process.

The internal legitimacy of the PTSL program in Bunut District is quite good, where all stakeholders acknowledge the importance of this program for the community and regional development. Meanwhile, shared commitment is manifested in the form of resource and time allocation from each party to support program implementation. The Bunut District Government has allocated a special budget to support the operation of the PTSL team at the sub-district level, while the village government provides a place and facilities for socialization and file collection activities.

❖ **Capacity for Joint Action**

The analysis of the capacity for joint action revealed several important findings. In terms of procedural and institutional arrangements, a clear coordination structure has been formed with a division of roles and responsibilities between the Land Office, sub-district government, village government, and Pokmas PTSL. The PTSL technical team was formed at the district level with the task of supervising and providing technical assistance to the implementing teams at the subdistrict and village levels. The presence of Pokmas PTSL in each village also facilitates coordination and implementation of programs at the community level.

In terms of leadership, the role of the Head of Bunut Sub-district and the Head of the Pelalawan District Land Office is very significant in encouraging collaboration between stakeholders. The Head of the Sub-district actively facilitates communication between the Land Office and the village government and community, as well as resolving various administrative obstacles that arise. The Head of the Land Office also shows high commitment by routinely conducting field visits and opening direct communication channels with village officials and the community.

In terms of knowledge, there is still a significant gap. The technical team from the Land Office has adequate knowledge of the legal and technical aspects of land registration, but the transfer of knowledge to village officials and the community is not optimal. The training provided to Pokmas PTSL and village officials is often too short and theoretical, so that it does not equip them with the practical skills needed in the field. One member of Pokmas PTSL stated: "We only got one day of training that discussed more theory. In fact, what we need are practical skills on how to measure land, resolve boundary conflicts, and verify documents." In terms of resources, there are significant limitations, especially related to human resources and technical equipment. The Pelalawan Regency Land Office only has 4 surveyors and 3 modern measuring devices to serve all sub-districts in Pelalawan Regency. This condition means that the land measurement process in Bunut District cannot be carried out quickly and simultaneously in all villages. Limited operational budget is also an obstacle, especially for transportation of the technical team to locations that are difficult to reach.

• **Supporting and Inhibiting Factors of Multi-Stakeholder Collaboration**

❖ **Supporting Factors**

This study identified several factors that support the effectiveness of multi-stakeholder collaboration in the implementation of PTSL in Bunut District. First, there is a strong political commitment from the local government that makes land certification one of the priority programs. The Regent of Pelalawan explicitly includes the land

certification target in the Regional Medium-Term Development Plan (RPJMD) and allocates a significant accompanying budget. This political support provides strong legitimacy for the PTSL program and facilitates the mobilization of resources from various agencies.

Second, there is a real need for the community for legal certainty over the land they own. The high number of land conflicts in the past has made the community aware of the importance of having a land certificate. This awareness encourages active community participation in various stages of the PTSL program, from socialization to land measurement. Third, the existence of respected community and traditional leaders who are able to act as mediators when land boundary conflicts occur between residents. The role of traditional leaders is very significant, especially in resolving customary land conflicts that often do not have formal evidence.

Fourth, there is an effective communication platform through routine multi-stakeholder meetings coordinated by the Head of Bunut District. This forum is a place for various parties to share information, identify problems, and find joint solutions. Fifth, the involvement of local universities that provide technical and academic assistance, especially in the aspects of mapping and land law analysis. Collaboration with academics strengthens the scientific legitimacy of the program and provides a more objective perspective in conflict resolution.

❖ **Inhibiting Factors**

On the other hand, this study also identified several inhibiting factors for collaboration. First, differences in interests and priorities among stakeholders. The Land Office is more oriented towards achieving quantitative certification targets, while the village government prioritizes resolving boundary conflicts between residents. These differences often cause tension in determining implementation strategies.

Second, limited technical and administrative capacity at the village level. Many village officials do not fully understand the procedures and technical requirements of PTSL so that they cannot provide optimal assistance to the community. Third, communication and coordination problems, especially between the Land Office technical team and village officials and the community. Geographic distance and limited communication infrastructure in several remote villages mean that information is often not conveyed quickly and accurately.

Fourth, complex historical land issues. In several villages in Bunut District, there are areas claimed as customary land that do not have formal evidence. In addition, several plantation areas have a history of conflict with private companies. This historical complexity requires a comprehensive resolution approach that often exceeds the capacity of the PTSL team. Fifth, limited operational budgets cause several important activities such as intensive socialization and technical assistance to not be carried out optimally.

• **Strategies to Increase the Effectiveness of Multi-Stakeholder Collaboration**

Based on the analysis of supporting and inhibiting factors, this study identified several strategies to improve the effectiveness of multi-stakeholder collaboration in the implementation of PTSL in Bunut District. First, strengthening institutional collaboration through the formalization of a multi-stakeholder forum with clear regulations on membership, duties, and authority. This forum needs to have formal legitimacy through a Regent's Decree so that it has the power to make strategic decisions and allocate resources. Second, developing technical and managerial capacity for all stakeholders, espe-

cially village officials and PTSL Pokmas. Training programs need to be designed practically and sustainably, not only provided at the beginning of the program. Assistance by experts from the Land Office and universities needs to be carried out intensively, especially at critical stages such as measuring and resolving boundary conflicts.

Third, increasing transparency and accountability through an integrated information system that can be accessed by all stakeholders. Information on certification progress, obstacles faced, and resource allocation needs to be published periodically to build trust between parties. Fourth, developing a more effective conflict resolution mechanism by involving traditional leaders, community leaders, and academics. A special mediation team needs to be formed to handle complex land conflicts. Fifth, strengthening the role of village governments as the spearhead of PTSL implementation. Providing incentives and awards for villages that successfully complete land certification can motivate village officials to be more active. Sixth, more adequate allocation of resources, both in terms of budget and technical personnel. District governments need to allocate larger matching funds, while the Land Office needs to increase the number of surveyors and technical equipment.

5. Theoretical Practical Implications and Suggestion

Theoretical Practical Implications

The results of this study provide several theoretical implications for the study of collaborative governance. First, this study confirms the collaborative governance framework developed by Emerson et al. (2012), where the three main dimensions (principled engagement, shared motivation, and capacity for joint action) do indeed determine the effectiveness of collaboration. However, this study also found that in the Indonesian context, especially in rural areas such as Bunut District, informal leadership factors (traditional leaders and community leaders) have a more significant influence than formal structures.

Second, this study broadens the understanding of the role of local context in collaborative governance. The socio-cultural characteristics and history of land in Bunut District shape the dynamics of collaboration in a unique way, which may differ from other areas. Third, this study shows the importance of an adaptive approach in collaborative governance, where the collaboration model needs to be adjusted to local conditions and dynamics.

From a practical perspective, this study provides concrete recommendations for increasing the effectiveness of PTSL implementation not only in Bunut District but also in other areas with similar characteristics. The research findings can be used as evaluation material for the Ministry of ATR/BPN in refining PTSL policies in the future. For local governments, the results of this study can be a reference in developing an effective multi-stakeholder collaboration model for the implementation of various development programs, not limited to land programs.

Suggestion

Based on the analysis of the effectiveness of multi-stakeholder collaboration in the implementation of the Complete Systematic Land Registration program in Bunut District, Pelalawan Regency, it can be concluded that the collaboration that was established showed varying levels of effectiveness in various dimensions. In the principled engagement dimension, collaboration was quite effective in the aspects of discovery and definition, but was still limited to the aspects of deliberation and determination. In the shared

motivation dimension, mutual trust and understanding still need to be improved, especially between the community and technical agencies. Meanwhile, in the capacity for joint action dimension, collaboration was quite effective in the aspects of procedural arrangements and leadership, but was still limited to the aspects of knowledge and resources.

The effectiveness of collaboration is influenced by various supporting factors such as political commitment, public awareness, the role of informal figures, effective communication platforms, and academic involvement. However, it is also faced with inhibiting factors such as differences in interests, limited technical capacity, communication and coordination problems, historical complexity of land, and budget constraints. To improve the effectiveness of collaboration, a comprehensive strategy is needed including institutional strengthening, capacity building, increasing transparency, developing conflict resolution mechanisms, strengthening the role of village governments, and adequate resource allocation.

This study contributes new understanding of the dynamics of collaborative governance in the context of land programs in rural areas of Indonesia, while also providing practical recommendations for improving the effectiveness of public policy implementation through a collaborative approach.

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