

Evaluation of the Complete Systematic Land Registration Program at the Malang City Land Office

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Abstract. The Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN) targets is all land areas in the territory of Indonesia will have been logged using the PTSL program. Using a qualitative approach, this research was conducted. The author's background is interested in evaluating this PTSL program because of the decrease in the number of and the failure to achieve certification, so the author will evaluate this PTSL program using the Edward A Suchman policy evaluation model which has six steps in evaluating policies. The recommendation that can be given is that with digitalization, a policy related to digitalization is needed for its security in order to anticipate the threat of cyber crime, which can be carried out by monitoring digitalization and coordination using the penta helix method can also be carried out to ensure the future success of the PTSL program's implementation.

Keywords: Evaluation; Land; PTSL

1 Introduction

As an agrarian state, Indonesia is guided by regulations governing land, consistent with the constitutional provision in Article 33, paragraph (3) of the Constitution of the Republic of Indonesia: "The land, water, and natural resources contained therein are controlled by the state for the benefit of the people." This can be explained that the authority to govern in the concept of the state gives the state the authority to manage the land, water and space and the natural resources found within for the utmost welfare of the community.

The function of land in human existence is as a habitat and a space for daily routines, to the final resting place for humans. The dimensions of land include social, economic, political, cultural, and ecological factors. It is imperative that the community understands the significance of possessing a land certificate, since it serves as a guarantee of legal clarity regarding land ownership. Land certificates are very important in order to maintain orderly administration because, in reality, there is still a lot of land that has not been registered in Indonesia. The efforts of the Indonesian government to realize the registration of all land areas in Indonesia are carried out through many programs, one of which is the Complete Systematic Land Registration (PTSL) program.

PTSL is defined as a land registration operation that is conducted concurrently for the inaugural time for all Land Registration objects across the Republic of Indonesia's territory in a single village, subdistrict, or other designation at the same level. Legal and physical data regarding one or more Land Registration objects are collected for registration purposes, as per Article 1 paragraph (2) of the "Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency of the Republic of Indonesia Number 6 of 2018 concerning PTSL." The PTSL program is one way that the government is carrying out its duties to provide land rights holders with legal security and assurance. By 2025, the ATR/BPN and the Ministry of Agrarian Affairs and Spatial Planning hope to have recorded all land area on Indonesian soil under the PTSL program.

A land certificate is a document issued by a recognized body that certifies an individual's ownership rights to a plot of land. According to Lubis (2014:204)[1], the ATR/BPN is the authorized agency in this instance, and the Malang City Land Office is the study's implementing agency.

The PTSL program has been running since 2017. During the period from 2017 to 2020, PTSL was able to register approximately 86 million plots of land throughout Indonesia and there are 40 million remaining plots of land that must be completed by 2025. The Malang City Land Office has different certification targets each year. The differences in the number of certification targets at the Malang City Land Office in 2017-2023 registered in the PTSL Program can be seen in the following table:

Table 1. Number of registered regencies/cities and certification targets in the 2017-2023 PTSL Program in Malang City

Year	2017	2018	2019	2020	2021	2022	2023
Certification Target	5,000	10,000	6,000	3,020	7,610	1,500	9,500

Data source: Malang City Land Office

Table 1 shows that the Malang City Land Office has different targets each year. In the first year, namely 2017, it had a certification target of 5,000 fields. Then, in 2018, it increased to a certification target of 10,000 fields, and in 2019, the target became 6,000 fields. Then, in 2020, the certification target became 3,020 fields. In 2021, there was an increase to 7,610 fields, then in 2022, the target became 1,500 fields, and in 2023, it had a target of 9,500 fields.

The difference in targets each year is an adjustment and the result of coordination between all Malang City Land Offices with the East Java Provincial Land Agency Regional Office and the ATR/BPN. The author's background is interested in evaluating this PTSL program because of the decrease in the number of targets in 2020 and 2022 and the failure to achieve certification in 2018, so the author will evaluate this PTSL program using the Edward A. Suchman policy evaluation model which has 6 (six) steps in evaluating policies. So that it is expected to provide considerations in the future for improving this PTSL program.

According to Carl I. Fredrick in [2], public policy is a set of measures put forth by an individual, organization, or government in a specific setting with risks and opportunities already present. The goal of the proposed policy is to maximize potential while removing current barriers in order to accomplish certain objectives. From this statement, Thus, it can be said that public policy is something that can be analyzed and understood that the government chooses to do or not to do by making use of potential and getting over current barriers to accomplish specific objectives.

According to [3], public policy is formulated through 5 stages, including:

1. Agenda Setting Stage: Officials place issues on the public agenda. However, many issues are ignored, and others are postponed for a long time.
2. Policy Formulation Stage: Officials formulate policy alternatives to address issues.
3. Policy Adoption Stage: The legislative majority supports the adoption of alternative policies.
4. The stage of policy implementation occurs when administrative units provide resources, both human and financial, to carry out agreed policies.
5. Policy Evaluation Stage, functional stages related to the value of a policy.

According to Willian N Dunn, evaluation is one of the processes or cycles of public policy after the formulation of policy problems, policy implementation and supervision of

policy implementation. Evaluation aims to assess whether the objectives of the policies made and implemented have been achieved or not. Not only drawing conclusions, but also functioning as a clarification or criticism of the values underlying the policy, assisting in the adjustment and formulation of problems in the next policy process. The six steps in evaluating policies according to Edward A Suchman in Winarno (2002) [4]:

1. Clarifying the goals of the program under evaluation
2. Assessment of the issues at hand
3. Outlining and standardizing the activities involved
4. Evaluating the degree of change that has taken place
5. Assessing whether the changes noted are due to the program or other factors
6. Identifying various indicators to assess the impact's presence

Public policy evaluation has 4 (four) functions according to Samodra Wibawa in Hayat (2018) [5], including:

1. Explanation, photographing the implementation of the program
2. Compliance, knowing the actions of the implementer Following the prescribed standards and procedures
3. Audit, knowing whether the results really reach the program's targets
4. Accounting, the socio-economic consequences of the policy.

So that the evaluation carried out on a program will improve the program and not repeat the same mistakes.

The government continuously performs a number of tasks known as "land registration," which include gathering, processing, recording, and presenting information about land plots and apartment units, in addition to keeping records of legal and physical information in the form of lists and maps. Additionally, certificates are granted to land plots that already have certain rights that burden them. The following are the goals of land registration:

1. To give registered right holders of land plots, apartments, and other registered rights legal certainty and protection so they can readily establish their identity as the right holders in question.
2. To enlighten interested parties, such as the government, so they can quickly acquire the information required to execute legal actions pertaining to registered property plots and apartment buildings.
3. To guarantee efficient land management.

Based on Article 19 of Law Number 5 of 1960 (called UUPA)[9] concerning "the Basic Agrarian Law", Legal certainty is guaranteed by the government for land registration throughout Indonesia. In order to expedite land registration, the PTSL program is implemented in accordance with the Minister of Agrarian Affairs and Spatial Planning's Regulation Number 6 of 2018 [10] governing Complete Systematic Land Registration.

2 Method

This research was performed utilizing a qualitative approach. As stated by [6], qualitative research is a type of research that uses a post-positivism/interpretive basis to conduct research on natural object conditions. Researchers function as the main tool in this research, and data collection techniques are utilized in combination. The findings of qualitative research focus more on meaning than generalization. The type of research conducted is descriptive research. Description in Indonesian means explaining or describing. According to [7], descriptive research endeavors to transform data into a properly articulated form that can be comprehended by others who are not directly involved in the situation.

According to Lofland and Lofland (1984) in [8], in qualitative research, words and actions are the primary data sources; supplementary data, such as documents, are used for the

remaining data. So, the main or primary data obtained in this study are data from interviews with informants and observations of events, and the supporting or secondary data obtained in this study are from available supporting documents.

3 Result and Discussion

The PTSL program's goals are to safeguard community land rights and give legal certainty by adhering to the following guidelines: simple, quick, easy, safe, fair, equitable, transparent, and accountable. This will enhance wellbeing and prosperity of the community and the nation's economy, as well as lessen and avert confrontations and land disputes. The program is based on “the Regulation of the ATR/BPN Number 6 of 2018 concerning Complete Systematic Land Registration article 2 paragraph 2”.

After coordination was carried out by the East Java Province National Land Agency Regional Office to Malang City Land Offices, several obstacles, constraints, and problems were found in the implementation of the PTSL program, including:

1. Lack of information on PTSL programs in the sub-district.
2. PPh and BPHTB Problems
3. Community's Letters/Legal Aids are incomplete

According to the ATR/BPN based on the Complete Systematic Land Registration Technical Instructions dated March 3, 2023, Number 3/Juknis-HK.02/III/2023 [11], the PTSL work stages are as follows:

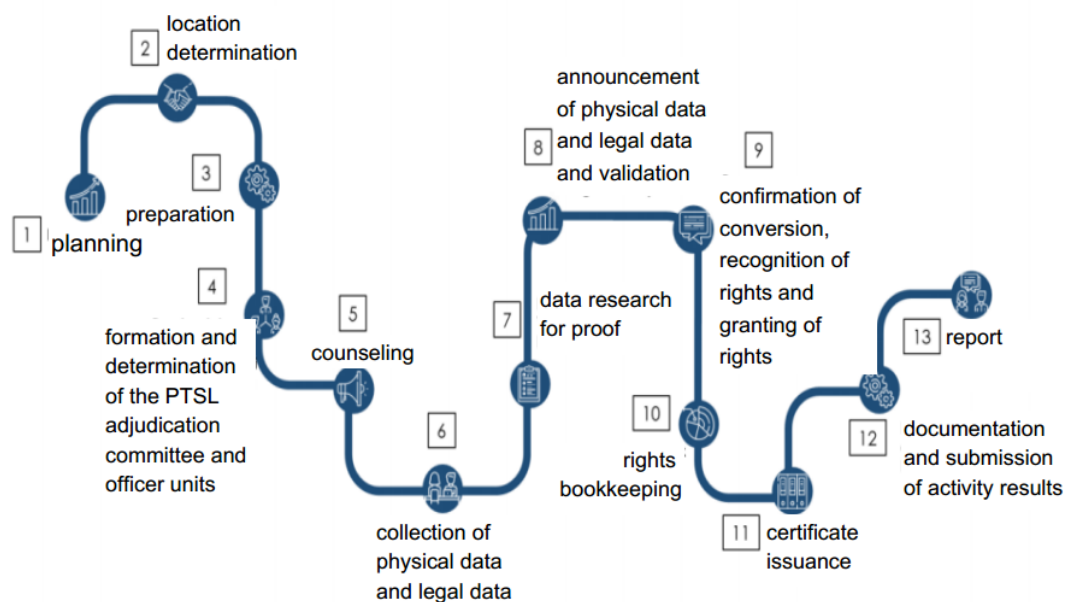


Figure 1. PTSL Work Stages

From the figure above, it can be seen that in the PTSL work process, there are several stages that must be passed before and after the issuance of the land certificate. The implementer

must plan to start by compiling targets, proposing targets, and reviewing and synchronizing target proposals before being set as targets. Then, determine the location, prepare the PTSL activity facilities and infrastructure, form an implementing team, continue with counseling activities, carry out the stages of collecting physical and legal data, continue with data research and announcements and their ratification, then continue to the confirmation of rights and the rights bookkeeping stage, then arrive at the certificate issuance stage and continue with the recording and submitting of activity outcomes and end with the preparation of a report.

The results of land certificates produced from the PTSL program in the North Sumatra Province in 2017-2023 are as follows:

Table 2 Number of PTSL Program Certificates 2017-2023 in North Sumatra Province

No.	Year	Certification target	Certificate	% Certificate
1	2017	5,000	5,005	100.10
2	2018	10,000	5,759	57.59
3	2019	6,000	6,000	100.00
4	2020	3,020	3,020	100.00
5	2021	7,610	7,610	100.00
6	2022	1,500	1,500	100.00
7	2023	9,500	9,694	102.04

Data source: Malang City Land Office

Table 2 above explains the achievement of PTSL activities in 2017 to 2023, except in 2018 there was a decrease in realization were due to:

1. Lack of Public Interest in PTSL Program because lack of information on PTSL programs in the sub-district.
2. Readiness of human resources to implement the PTSL program
3. Policy adjustments in program implementation
4. PPh and BPHTB Problems (tax)
5. Incomplete Citizen/Legal Rights Documents

The reduction in targets in 2020 and 2022 is caused by:

1. Covid-19 Pandemic
2. No demand from citizen

Indicators that influence the success of the PTSL program in 2019 to 2023 are adjustment policies related to the Covid-19 pandemic supported by digitalization support that facilitates the implementation of PTSL, regarding the problems of PPh and BPHTB, cooperation between the Malang City Land Office and the Malang City Government for the convenience of the public in participating in PTSL so that public interest increases. The Head of the Malang City Land Office also held a coffee morning activity to monitor the PTSL program every week so that it was on schedule.

4 Conclusion

Drawing from the evidence at hand, it can be inferred that the implementation of the PTSL program in the Malang City Land Office has been good. The increase in certificates in 2019 to 2023, which has been adjusted to the technical instructions, has triggered the resolution of existing problems. The recommendation that can be given is that with digitalization, a policy related to digitalization is needed for its security in order to anticipate the threat of cybercrime, which can be carried out by monitoring digitalization and coordination using the penta helix method can also be carried out for the future deployment of the PTSL program to be successful.

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