Evaluation of The Impact of The Full Systemic Land Registration Policy Implementation in Baubau City

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Abstract

This article intends to evaluate the impact of implementing a full systematic land registration program in Baubau City. With this aim, the researcher used the policy evaluation theory of Wahab as a tentative reference. This research was designed as a qualitative policy evaluation with a formal approach where the assessment used a descriptive approach to produce valid information. The research data was obtained by interviewing the main informants supported by the results of observations and documentation studies and analyzed qualitatively. The data analysis used was an interactive analytical model which included data reduction, data presentation, conclusions, and verification. This research concludes a full systematic land registration program has an impact on the government and society. The government can map plots of land and citizens have legal certainty over land through land certificates, land separation for heirs, and land certificates which are used as business collateral through banking. A full systematic land registration program is also able to reduce the number of overlapping or litigation lands. Implementers and policy planners in the future must pay attention to the input that there needs to be assistance after the community has obtained a certificate so that the land certificate is not used for productive activities. To further minimize uncertified land, further coordination with landowners outside Baubau city and local/kelurahan governments could be intensified.

Keywords: Evaluation; Impact; Policy Implementation; Full Systematic Land Registration Program

INTRODUCTION

The policy on Full Systematic Land Registration (PTSL) in Indonesia was last marked by the issuance of Ministerial Regulation number 6 of 2018. The issuance of a policy on PTSL provisions was regulated because "there are several problems in its implementation so that it requires improvement of substance/material by adjusting to the provisions of the prevailing laws and regulations that regulate land registration and other land provisions so that full systematic land registration is carried out throughout the territory of the Republic of Indonesia. (Regulation of the Minister of Agrarian and Spatial Planning / Head of the National Land Agency of the Republic of Indonesia Number 6 of 2018). Another important land issue is multiple certificates and overlapping measurement results(Soedomo, Agoes & Murti, 2015). There are also many problems with storing files and certificates at the land office, many certificates do not have complete documents.

Other problems with a land policy are related to human capital, unpaid taxes PPh and BPHTB, supporting infrastructure, the amount of abandoned land, and the problem of using the delimitation contradictory principle. (Mujiburohman, 2018). Conditions require an in-depth study so that problems do not occur when land policies are implemented. Therefore, “this potential problem is described and alternative solutions are given in the implementation of PTSL acceleration.

In previous studies, there are empirical problems related to land policy such as Syaprianto (2018) first, the quality of resources related to the operation of information systems and land management must be improved by providing education and training. Second, facilities and infrastructure must be supported to realize excellent service because there are still problematic facilities and infrastructure when providing services to the community.

The findings above illustrate that the problem with land policy lies in the limited human resources in operating the application, including the lack of support for facilities and infrastructure. Therefore these two aspects or problems should be the government’s attention in the implementation of mapping and land certification throughout Indonesia. In addition, there are other problems in the PTSL acceleration policy as shown by the research results(Hardiyansyah., 2019) namely "budget support has not been maximized, the quantity of PTSL officers is still small and the quality is still low, the community does not care and is still reluctant to register their land because it is slow, long and expensive as well as different levels of difficulty in the land measurement process". Other finds(Pratiwi, 2019) revealed that the implementation of PTSL in Medan Marelan has been effective but still faces various obstacles including the lack of communication or socialization which causes many people to not understand PTSL. It means that the effectiveness of policy implementation does not mean without problems but there are always problems in every policy implementation process. Same thing with findings. Yofita Sari (2019) who used the running evaluation method reveals that the implementation of PTSL in the city of Padang requires improvements primarily in the efficiency of human resources and time and elements of adequacy that have not yet achieved optimal results from the implementation of PTSL which has been implemented for 2 years. Certificate of ulayat land. This condition shows that it is necessary to evaluate national land policies, especially the PTSL program.

On the other hand, land issues are complex in the region. In Baubau City, based on Ismail (2019) that the ombudsmen received many case reports, especially to Ombudsman of the Republic of Indonesia (ORI) representatives of
Southeast Sulawesi in Kendari both horizontally between peers, vertical, namely the community versus the government. The main problem with land currently is the restoration of boundaries at several border locations, including Bombana, Kolaka, North Buton, Baubau, and Kendari. Problems in implementing land policies in Baubau City include limited human resources in the implementation of information systems and land management which are still limited, the quantity of PTSL officers is still small (the work volume does not match the number of employees serving the land measurement process), there are still many people who do not respond and do not register their land since it is expensive, long and takes a long time. Another problem related to PTSL is overlapping land ownership, the owner of the land to be registered does not reside in the location of the Sulaa Village. This condition prevents the land agency from conducting valid land mapping. As a result, there are several plots of land that are disputed between residents, and the land is not well maintained, making it difficult for field officers to map the land in Sulaa Village. Another obstacle in the process of implementing the PTSL policy in Baubau City is the readiness of the residents in the land management process. Often when the land is going to be certified, the undersigned parties are sometimes not present, and the status of the land is in dispute, making it difficult for the land registration team to process the legality of the assets (land).

Referring to the empirical facts above, it can be seen that the implementation of land policy still causes problems. It means that the implementation of the land policy has not been fully effective. There are still many overlaps in mapping or land certification in Baubau City. Therefore, it is necessary to evaluate the implementation of the policy. It is intended to provide input to implementers and policymakers.

It is important to do this policy evaluation with the aim of "making adjustments to policies so that they are more in line with the dynamics of public needs." (Wahab, 2011). Policy evaluation is an important tool needed for feedback, learning, and policy improvement (Mark Bovens, Paul T Hart, 2015). While based on Wahab (2011) the importance of evaluation is to help in increasing the effectiveness and rationality of public policies and democratic governance. The effectiveness of policy evaluation can be seen from the realization of policy objectives (achievements). Therefore, effectiveness can be measured by clear indicators of policy objectives. Effectiveness can be seen from the distribution of results and policy objectives (Wahab, 2011).

Formative evaluation of policies or programs that are still being implemented
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analyzes the achievements and reach of a program being implemented to improve implementation success, Palumbo in (Parsons, 2014). The formative evaluation stage is monitoring the way a policy or program is implemented to produce feedback that can be useful in optimizing the implementation stage (Parsons, 2014).

The reasons for using the evaluation approach of the PTSL policy are because first; Policy evaluation will be more useful because it has provided important, valid, and usable input. Second; contribute to the explanation and criticism of the values that form the foundation of the vision and goals. Referring to the empirical facts and reasons above, this study is significant to be studied in the topic of the study of the PTSL Policy Evaluation study in Sulaa Village, Baubau City.

This study focuses on formative policy evaluation, namely the evaluation is carried out while the program is still being implemented by analyzing the achievements and reach of a program implemented and how to optimize implementation achievements. (Parsons, 2014). The focus of this study is the evaluation of PTSL implementation by focusing on the dimensions of impact (Wahab, 2011). Impacts related to the realization of targets and providing benefits for optimizing achievements (Wahab, 2011). Hence the purpose of this study is to evaluate the impact of full PTSL implementation in Baubau City, especially in Sulaa Village. This study used policy evaluation indicators. The use of these indicators was a differentiator in this study. In some previous studies, they did not look at the policy evaluation aspect with the policy impact approach, but only part of the policy evaluation element.

RESEARCH METHODS
The design of this study used a descriptive qualitative design. Guba and Lincoln (Wahab, 2011) describe the best qualitative research to evaluate social programs (policies). Furthermore, Guba and Lincoln explained that the naturalistic qualitative method allows evaluators and stakeholders to interact horizontally socially in a more humane, dynamic, and intensive atmosphere. (Wahab, 2011). Another descriptive reason is that there are problems that need to be deepened, the need to understand in more detail and complete the evaluation of a complete systematic land registration program policy and tell the events and problems that exist. This study is thus a policy evaluation study. Isaac and Michel (Sugiyono, 2017) state that evaluation research uses the same methodology used by research or social studies. Borg and Gall (Sugiyono, 2017) also state that evaluation research uses the same steps as other studies.

However, this policy evaluation research used a formative evaluation type where the policies carried out are evaluated while being implemented or in other words ex-post evaluation, (Wahab, 2011). The researcher is the main instrument because the researcher plays a role in selecting informants, collecting, determining quality, making interpretations, and drawing conclusions from research findings.

The main informant in this research is the Head of the Land Agency of Baubau City. In addition to the Head of the Land Agency of Baubau City, the researcher also interviewed the Lurah Sulaa, Head of the Government Section of Sulaa Village, Head of the Security and Order Section of Sulaa Village, a staff of the Land Agency, and 2 Sulaa residents who participated in or became the object of a full systematic land registration program. So in total, there are 7 informants. The selection of informants is based on the consideration that the person concerned understands and knows about the condition or object of research. Researchers conducted face-to-face interviews with informants using interview guidelines. The purpose of the researcher
using interview guidelines is so that the information to be extracted is focused. However, in the process, the question can be deepened.

In addition, researchers also made observations directly at the research location by observing events that occurred related to full systematic land registration activities, tracing lands to be certified, and observing and seeing firsthand the impact of PTSL in the Sulaa Village community. The three sources of documents are other data sources that are complementary to the main data relevant to the problem and research focus, including; official records and documents included in this research data or maps of land collection in Sulaa Village (certified land, uncertified land, etc.) and regulations related to full systematic land registration (PTSL) in Baubau City, dispute documents land in Sulaa Exit and PTSL achievement data in Baubau City, especially in Sulaa Village.

The analysis technique was carried out with the first strategy, preparing and organizing data and presenting data(Creswell, 2014). The data were presented in the form of being described and explained after data verification. The presentation of this data was done by connecting the data so that they are mutually reinforcing.

RESULTS AND DISCUSSION
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Impacts related to the materials used in implementing policies and programs(Parsons, 2014). The impact dimension in evaluation research is based on the output of the effectiveness assessment but goes deeper. Impact analysis examines whether the realization of the achieved goals contributes to further achievements. In addition, it is also useful to show the linkages of development policies or programs.

PTSL implementation has a target to be achieved. The targets to be achieved are expected to have an impact or have an effect on the policy objectives. As in the PTSL program, the impact can contribute to the community managing the PTSL program. Based on the Head of the Land Agency of Baubau City, with the PTSL program, mapping of registered land parcels can be carried out, meaning that there are no more missing lands in the data collection so that there is no overlapping of land ownership. In addition, the PTSL program database has been running as expected. Land parcels can be owned through the symbols that have been assigned and there is no duplication of land ownership. It indicates that the PTSL program has contributed to mapping land parcels and land separation. On the other hand, with PTSL, residents can obtain land certificates and these certificates can be used for business development through banking collateral. It means that the PTSL program can contribute to the community in the long term if the existing certificates are used properly.

The PTSL program has an impact on society and institutions. Institutionally, with the PTSL program, land parcels can be registered quickly and simultaneously throughout the unitary territory of the Republic of Indonesia. It turns out that land registration does not only contribute positively to the community, but also to the government to ensure that land parcels are owned by residents. Certainty of land parcels will contribute to the government in conducting land mapping nationally. For the community with the PTSL program, the landowner already has a land certificate and the certificate can be used as collateral to apply for business assistance through banking. In addition, the land parcels have the legal ownership and the land parcels have been divided between the heirs.

The information above indicates that PTSL has a positive impact on the community to ensure land ownership, separation of land for heirs, certification,
and also its use for business assistance applications to the banking sector. Communities with the PTSL program feel the impact and land certificates can be used as bank collateral.

The above impact is the direction of the PTSL policy, which is to accelerate the acquisition of legal protection and certainty on community lands quickly, simply, surely, smoothly, and accountably, and ultimately leads to a positive outcome for the welfare and economy of the state and society as collateral for business loans. It is the expected impact with the birth of the PTSL program.

Previously, residents found it difficult to manage the plots of land they owned, especially if other heirs had rights to the plots of land. However, with PTSL our land parcels have been separated and the heirs have received their rights. Previously, residents did not have legal certainty over their land with the PTSL program, their land parcels had been certified. Of course, with land certification, residents can use the certificate for business needs.

Thus, it can be concluded that the PTSL program has an impact on the government and society. The government has mapped land parcels nationally and citizens have legal certainty over land through land certificates, land separation for heirs, and land certificates which are used as business collateral through banking.

This finding is relevant to the researcher (Sunur, 2017) that the PTSL program can solve the socio-economic problems of farmers in Lancirang Village. The PTSL system significantly affects the community. The impact of PTSL on the community includes convenience and obtaining credit channels. It can be sold and the value of the land is increased. The impact is felt after registering, especially after receiving a land certificate. In principle, the existence of the PTSL program has a positive impact on many aspects of their lives, whereas, with land certificates, various positive benefits are obtained. In addition, other relevant findings are the findings of (Sugiyanto, Hermanto Siregar, 2008) that "land certification has a very important socio-economic impact related to the benefits of certificates as strong evidence of ownership, certificates provide a sense of security, certified land is easier to sell and certificates increase the selling price of land, while the use of land for credit has an impact but is not significant". Lastly, findings Sandy (2020) explained that the implementation of the PTSL policy in Bontang City was carried out quite optimally both in terms of resource availability, communication, disposition, policy implementers, and bureaucratic structure. The implementation of PTSL has a positive impact on the creation of land law order, it is indicated by the reduced number of land disputes and increased public awareness of the importance of land order. These three findings are closely related to this study where the PTSL program has an impact on both the government and the community. This study indicates that it is true that the PTSL program has contributed to the government and the community that own land parcels. It means that the government’s policy on PTSL is one of the right solutions in the field of national land.

However, this study is different despite its scale or level at the City level, with research findings Asep Hidayat, Engkus, (2018) revealed the success rate of PTSL implementation in Bandung City which was targeted at 93,000 but only 7,234 certificates were achieved or only achieved 7.78% of the target. The main reason is that the number of working groups, in reality, is still minimal and not commensurate with the achievement of the target to be achieved.

Furthermore, Ngangi (2018) also found that even though the implementation (PTSL) had followed the procedures and mechanisms that were regulated. However, many problems and obstacles were found
where many PTSL program recipients were unable to show ownership documents, were not located at the time of measurement and some recipients were unable to show boundary markers. In addition, the lack of officers who can measure land. Afriansyah (2019) also found that the implementation of PTSL in Pekanbaru City had not been carried out well. The indication is the low attitude and compliance of the target group as seen from the smooth routine where there are still many technical and non-technical obstacles and problems, which hinder the smooth implementation of the policy. Sari Dewi Rambu Lika (2020) elaborates that the things that hinder the implementation of PTSL were the people’s low level of education and the completeness of the residents’ administrative documents, thus requiring a stronger approach, especially for those who are not familiar with PTSL, especially regarding administrative requirements. Finally (Muhi and Masnah Sampara Lukman (2021) indicate that the implementation of PTSL policies in Muaro Jambi Regency was still less than optimal. The main thing that becomes the main obstacle is related to human resources, disposition, and environmental factors. The suggestion is to benchmark and study in areas that have successfully implemented PTSL.

The impact or contribution of the policy shows the importance of land policy in helping the government and society. Referring to this finding and several previous findings, the government still maintains the land policy through the PTSL program, but it is necessary to make improvements to other aspects that become obstacles to policy implementation.

Based on the results of a study in the field in general, it can be concluded that a formative evaluation of PTSL needs to be carried out because of the effective implementation of PTSL in Sulaa Village where the time of land registration and target achievement was as planned, but the implementation process found obstacles, namely overlapping land ownership was still found. In addition, land registration was efficient where financing was cheap, but PTSL implementing resources were very lacking. Meanwhile, the impact of the PTSL program has contributed to the government and society.

With the PTSL Policy, there were still lands where the certification process overlaps, but it was much reduced, especially when compared to conditions below 2010. It is as the findings of data on land conflicts in 2020 on page http://sipp.pn-bau-bau.go.id. The document indicates that there was a land conflict in Sulaa Village due to land whose ownership has been owned by several people. The above condition occurred due to the absence of a full systematic land registration system in the previous year, which was below 2010. The picture is accessed on August 16, 2021, as shown below:

![Figure 1. Land Dispute Documents in Sulaa Village Source: http://sipp.pn-bau-bau.go.id.](http://sipp.pn-bau-bau.go.id)

Thus, a full systematic land registration program will be successful if a formative evaluation is carried out to identify early on the possibilities arising
from the policy as well as to find out the process, achievements, and various problems in the implementation of the PTSL policy. As stated (Schouwstra & Ellman, 2011) that the evaluation can produce information that can assess the extent to which the targets that have been made have been achieved, and whether everything is carried out efficiently and effectively. The evaluation also produces information that can provide direction for the process. The targets and targets to be achieved are of course related to PTSL.

To date, in terms of regulation, a full systematic land registration was implemented as stated in the policy formulation. There was a database in terms of land ownership so that we could find out the status of land ownership, however, there was still land in Sulaa Village that has not been certified. However, in general, it indicates that the national land policy has been implemented according to the target. The land in Sulaa Village has been certified, although there was still land or kintal that has not been certified. It is due to elements outside the land system. It means that the targeted policy evaluation approach has been achieved as planned. The secondary data determines that the PTSL registration target has been achieved in Sulaa Village. Secondary data indicates that PTSL has achieved the target. (Baubau Land Agency, 2021). Hence the total land registered through the PTSL program is 1,958 locations.

The PTSL program has contributed to the government and landowners. PTSL policy is one good solution in the field of national land. Although there were still many residents who had not used certificates as collateral or for other purposes, the legality of ownership of land was owned by the community.

The results of this study reveal that at the theoretical level it describes the importance of evaluating policy implementation to understand the ongoing policy implementation process. The researcher agrees with the opinion that policy evaluation is important for feedback, learning, and future policy improvement (Mark Bovens, Paul T Hart, 2015). Formative evaluation of public policies, in this case, the PTSL program, needs to be carried out both internally and externally, because, from the research findings, obstacles can also be found that, if left unchecked, will have an impact on the achievement of policy objectives.

In public policy, the policy evaluation stage (especially the summative evaluation stage) is important. However, the evaluation of policy success cannot be separated from the formative evaluation model. The process and activities towards achieving the policy will determine the results of the formative evaluation because all ongoing policy activities are directly evaluated and the information from the formative evaluation can be taken into consideration and can be followed up. Benefits or urgency such this from the

Figure 2 Achievements of PTSL in Sulaa Village
Source: Baubau City National Land Agency 2020
existence of formative evaluation of public policies. Schouwstra & Ellman (2011) states that evaluations must be carried out to be able to improve programs or policies by providing feedback at every stage and all elements in the policy process from policy design to policy implementation.

The fact that evaluation is mandatory in the overall element of a continuous policy-making cycle and should be carried out periodically by the compilers does not minimize the urgency of a special evaluation unit in the organization or evaluation is carried out independently by an externally appointed party. Formative evaluation of policies can be carried out both internally and externally. All of these evaluations have their respective utilities and enrich and reinforce lessons learned in the policy cycle.

In addition, it can also be a consideration for policymakers, related to external evaluation needed for accountability and legitimizing the program to citizens. The argument is that if the organizer can only or intends to carry out an auto-evaluation and there is no independent evaluation, then the learning effect of evaluation can be said to be less effective. Evaluation from outsiders will not only capture other weaknesses that will be carried out by implementers and policymakers themselves but on the other hand, will also provide incentives or coercion for policymakers to be able to responsibly make their evaluations properly and honestly and take seriously what they are doing, what they find or their results (Schouwstra & Ellman, 2011).

CONCLUSION

The PTSL program has an impact on the government and the public. The government has mapped land parcels nationally, while the community or residents have legal certainty over land parcels through land certificates, land separation for heirs, and land certificates used as business collateral through banking. The full systematic land registration program was also able to reduce the number of overlapping or litigation lands in Sulaa Village, Betoambari District, Baubau City.

This study focuses on policy impact evaluation indicators. Previous studies did not look at policies on policy impact aspects, but other elements of policy evaluation. By focusing on formative policy evaluation, namely when the program was still being implemented by analyzing the achievements and reaching of PTSL in Baubau City, especially Sulaa Village, and how to optimize future implementation achievements. In addition to feeling the impact, land certificates can be used as bank collateral and accelerate the acquisition of legal protection and certainty on community land and ultimately lead to a positive outcome for the welfare of the Sulaa community. It means that the government’s policy on PTSL is one of the right solutions in the field of national land. Although there are still many people who do not use certificates as collateral. An important finding, as well as another novelty, is that future policy implementers and planners must pay attention to the input that there needs to be assistance after the community has obtained a certificate, lest the land certificate is not used for productive activities so that the land will be controlled by the bank or a few people who can redeem it. Several cases in Sulaa Village show it. Assistance by relevant agencies in Baubau City Government and Banks or collaboration in business development was required. It also provides input for PTSL in the future so that the benefits of PTSL are wider and their reach is wider. Implementers and policy planners in the future must pay attention to the input that there needs to be assistance after the community has obtained a certificate, lest the land certificate is not used for productive activities so that the land will be controlled by the bank or a few people who can redeem it. Several cases in Sulaa Village
show this. Assistance by relevant agencies in Baubau City Government and Banks or collaboration in business development was required. It also provides input for PTSL in the future so that the benefits of PTSL are wider and their reach is wider.

To be even more optimal, in addition to the aspects of benefits above, so that PTSL’s achievement can be more optimal, efforts to further minimize uncertified land, further coordination with landowners outside the city of Baubau and local/kelurahan governments can be more effective.

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