



Implementation of the Policy on Certification of Land Ownership Transfer through Sale and Purchase at the National Land Agency, Barru Regency

Andi Rachmat
ITBA Al Gazali Barru
andirachmat@algazali.ac.id
Ulmi Sri Mutia
ITBA Al Gazali Barru
ulmisrimutia@algazali.ac.id

ABSTRACT

This study aims to examine the implementation of the policy concerning the regulation and enforcement of certificate transfer for land ownership rights through sale and purchase at the National Land Agency (Badan Pertanahan Nasional) in Barru Regency. The transfer of land ownership certificates is a crucial legal process that ensures the protection of property rights and legal certainty for landowners. Using a qualitative research approach, data were collected through interviews with agency officials, document analysis, and observation of the administrative procedures. The findings reveal that while the policy framework is well-established, challenges remain in the consistency of enforcement, bureaucratic efficiency, and public awareness of the regulatory requirements. Factors such as limited resources, administrative complexity, and coordination among stakeholders affect the smooth implementation of the policy. The study concludes that improvements in administrative processes, capacity building, and community education are necessary to enhance the effectiveness of the policy. Recommendations include strengthening inter-agency collaboration and simplifying procedural requirements to better serve the public and secure land rights in Barru Regency.

Keyword: Land Ownership, Transfer Certificate, Regulation, Policy , National Land Agency



lisensi CC BY

A.INTRODUCTION

The regulation and transfer of land ownership rights through sale and purchase transactions is a fundamental aspect of property law that ensures legal certainty and protects the rights of landowners. In Indonesia, the National Land Agency (Badan Pertanahan Nasional, BPN) plays a pivotal role in managing land certificates and overseeing the formal transfer

process. Effective policy implementation in this sector is essential to avoid disputes and maintain public trust in land administration (Santoso, 2021). However, the complexity of administrative procedures and coordination challenges often hinder the smooth execution of these policies (Putri & Wibowo, 2020). This study focuses on the implementation of the policy regulating the certification of land ownership transfer in Barru Regency, aiming to evaluate its effectiveness and identify areas for improvement.

Land ownership certificates serve as the primary legal evidence of land rights and are crucial in land transactions, particularly in sale and purchase activities. The issuance and transfer of these certificates ensure that property rights are formally recognized and protected by law (Hidayat, 2019). The government's role through BPN is to facilitate this process by enforcing relevant regulations and maintaining accurate land records. However, discrepancies in policy enforcement and procedural inconsistencies have been reported in several regions, raising concerns about legal certainty and public access to services (Fitriani et al., 2022). Hence, studying the implementation at the regional level, such as in Barru Regency, is necessary to understand the challenges faced and inform policy refinements.

The Indonesian land administration system has undergone significant reforms aimed at improving transparency, efficiency, and accessibility (Rahman & Purwanto, 2018). These reforms include digitalization of land records and simplification of certification processes. Despite these efforts, the implementation of land transfer policies varies across regions due to differences in institutional capacity, human resources, and local governance dynamics (Sari & Kusuma, 2021). In Barru Regency, local context and resource availability significantly influence how BPN carries out its regulatory functions. This highlights the importance of localized studies to assess the practical realities of policy implementation and their alignment with national objectives.

Policy implementation theories emphasize the importance of clear guidelines, adequate resources, and stakeholder coordination in achieving desired outcomes (Pressman & Wildavsky, 1984). In the context of land certification, this means that BPN officials must have sufficient training, clear standard operating procedures, and effective collaboration with other government units and the public. Previous studies have found that gaps in these areas often lead to delays, errors, and public dissatisfaction (Nugroho et al., 2020). Thus, assessing the

degree to which these factors are managed in Barru Regency is crucial to understanding policy performance and identifying intervention points.

Several recent studies have highlighted the persistent challenges in land certificate management, including bureaucratic inefficiency, lack of transparency, and corruption risks (Wahyudi et al., 2021). These issues undermine the legitimacy of land administration and reduce public confidence. The government has responded by issuing stricter regulations and implementing monitoring mechanisms, but enforcement remains uneven. This study seeks to explore how such challenges manifest locally in Barru Regency and how they affect the implementation of certificate transfer policies. Understanding these dynamics is key to proposing practical solutions that enhance governance in land administration.

Community awareness and public participation are also critical factors in successful policy implementation (Putri & Wibowo, 2020). Citizens who understand the certification process and their rights are more likely to comply with administrative requirements and report irregularities. In contrast, limited public knowledge can result in procedural delays and vulnerability to illegal practices. In Barru Regency, the level of community engagement in land administration activities varies, which may impact the efficiency and fairness of the certificate transfer process. This study will examine the role of public awareness as part of the broader policy implementation framework.

In addition to internal government factors, external influences such as cultural practices and local customs can affect land ownership and transfer processes (Sari & Kusuma, 2021). Customary land rights and informal transactions sometimes coexist with formal regulations, creating complexity for BPN officials. Balancing respect for local traditions with the enforcement of national laws requires nuanced policy implementation strategies. Barru Regency, with its unique socio-cultural context, offers an important case for studying these interactions and their implications for certificate regulation.

Technological advancements, especially the digitalization of land services, offer promising avenues to improve policy implementation (Rahman & Purwanto, 2018). Online platforms can streamline procedures, reduce corruption opportunities, and enhance transparency. However, the adoption of such technologies depends on infrastructure readiness and staff competencies. This study will explore the extent to which BPN Barru has integrated digital tools into its operations and the impact on certificate transfer efficiency. The findings

will contribute to understanding how innovation can support policy goals in land administration.

Regulatory clarity is fundamental to effective implementation (Nugroho et al., 2020). Ambiguities in laws or overlapping mandates between agencies create confusion and impede enforcement. Indonesia's land law framework has evolved to address such issues, but local variations in interpretation remain. Evaluating how clearly the certificate transfer regulations are understood and applied in Barru Regency will shed light on compliance levels and operational challenges. This assessment will provide insights into the need for further legal or procedural reforms.

Institutional capacity building is frequently emphasized in the literature as a key enabler for successful policy outcomes (Wahyudi et al., 2021). Training programs, resource allocation, and leadership development within BPN offices directly affect service delivery quality. This study will investigate the capacity-building initiatives in Barru and their effectiveness in supporting certificate transfer policy implementation. It will also consider staff perceptions and motivation as part of the institutional context.

Inter-agency coordination is another critical dimension influencing policy success (Pressman & Wildavsky, 1984). Land certification involves multiple stakeholders, including local government units, legal institutions, and community representatives. Effective collaboration ensures that information flows smoothly and problems are addressed promptly. The study will assess coordination mechanisms in Barru Regency to identify strengths and weaknesses in the policy implementation process.

Finally, this study responds to a gap in empirical research on land certification policy implementation at the district level in Indonesia. While national policies are well-documented, localized insights remain limited. By focusing on Barru Regency, this research aims to provide practical recommendations for policymakers, administrators, and community actors to improve the governance and service quality of land ownership transfer. Such contributions are vital for supporting sustainable land tenure security and fostering economic development.

B. RESEARCH METHODOLOGY

This study employed a qualitative research approach with a descriptive method to explore and analyze the implementation of policies regarding the regulation of land ownership transfer certificates through sale and purchase at the National Land Agency (BPN) of Barru Regency. The qualitative approach was chosen because it allows for an in-depth understanding of the processes, interactions, and institutional dynamics that influence policy implementation, particularly in the land administration sector.

Data collection techniques included in-depth interviews, observation, and document analysis. The interviews were conducted with key informants selected through purposive sampling. These informants included officials from the Barru Regency Land Office, local government representatives, legal practitioners, and members of the public who had engaged in land sale and purchase processes. The use of purposive sampling ensured that informants had relevant experience and knowledge regarding the policy implementation under study.

Observations were carried out directly at the Land Office and other related government institutions to observe the actual practices and administrative procedures involved in the transfer of land ownership rights. These observations aimed to compare formal procedures with their actual execution in the field, thereby identifying discrepancies, challenges, and best practices.

Document analysis involved reviewing regulatory frameworks such as Government Regulation No. 24 of 1997 on Land Registration, Ministerial regulations, standard operating procedures (SOPs), and internal reports from the Barru Regency BPN office. This analysis provided a legal and procedural foundation to assess the extent to which the existing policy has been implemented effectively and whether it aligns with national standards.

The data analysis technique used was interactive model analysis as developed by Miles and Huberman, which consists of data reduction, data display, and conclusion drawing/verification. Data were coded and categorized to identify emerging themes related to the policy's effectiveness, constraints in implementation, inter-agency coordination, and public accessibility. Triangulation of data sources and methods was employed to ensure the credibility and validity of the findings.

Ethical considerations were maintained throughout the research process. All participants were informed about the purpose of the research, and their identities were anonymized to protect confidentiality. Data were used solely for academic purposes and were handled with transparency and integrity. This research method was deemed suitable to capture the complexities of land policy implementation at the local level and to provide evidence-based recommendations that contribute to improved governance and service delivery in Indonesia's land administration system.

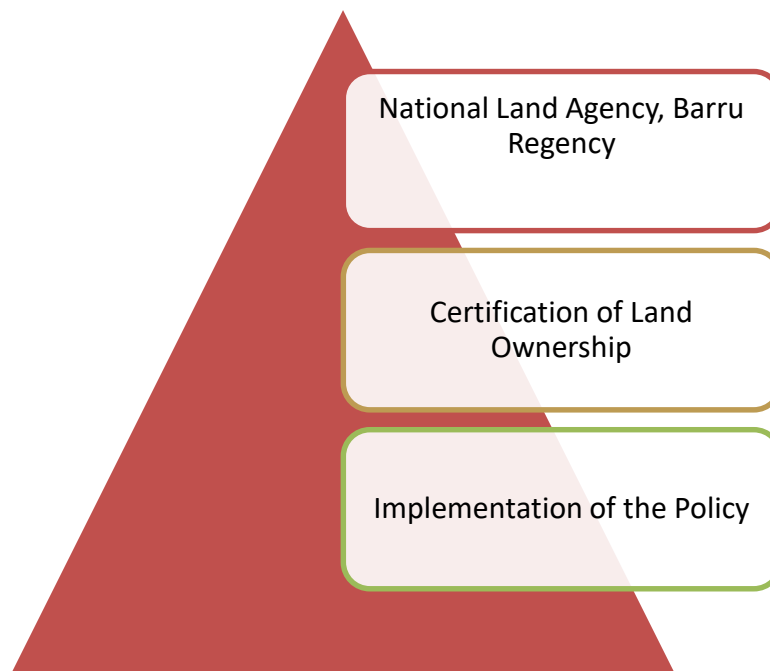


Figure 1 Thinking Framework Diagram

C. RESEARCH RESULTS AND DISCUSSION

The implementation of the policy on the regulation of land ownership transfer certificates through sale and purchase at the National Land Agency (BPN) of Barru Regency reflects a reasonably effective process. This is evident from the communication strategies employed by the agency. Through public outreach programs and printed materials such as brochures and pamphlets, BPN ensures that essential information is delivered to the community. These communication tools provide guidelines regarding document requirements and the step-by-step application process for obtaining a certificate of ownership transfer, making the implementation process accessible.

Effective communication was emphasized by officials who noted that socialization efforts are regularly conducted to bridge the gap between the institution and the public. Informants from within the agency stated that the community is not only informed through written media but is also encouraged to visit the BPN office directly for further clarification. This approach has allowed both rural and urban residents to engage in the policy process and receive the support needed for land certificate registration, indicating that the communication component of policy implementation has been adequately fulfilled.

Despite the extensive use of communication channels, several challenges persist. Community members pointed out that the information contained in the brochures is often too general. The specifics regarding technical or conditional document requirements are not always clearly explained in printed materials, prompting citizens to seek direct consultation. This limitation can cause delays and confusion during the submission process, particularly for first-time applicants unfamiliar with administrative procedures.

Some rural respondents confirmed that outreach events were held at local village offices. These sessions explained the importance of land certification and encouraged compliance with existing regulations. According to their accounts, the process at BPN becomes significantly smoother when applicants meet all the required criteria and documentation. Thus, the outreach efforts conducted in rural areas have played a role in reducing administrative bottlenecks, though gaps in understanding still remain.

In addition to communication, resource allocation has also supported the implementation process. BPN Barru has assigned competent staff to handle public inquiries and assist with application processing. Office personnel are trained to respond to common challenges faced by the public, demonstrating a commitment to facilitating administrative services. Adequate staffing helps ensure that each application is processed in a timely and orderly manner, contributing to improved service delivery.

Another positive element is the bureaucratic structure that supports the implementation of this policy. The procedures and organizational lines of responsibility within BPN are well-defined. Staff members from various departments coordinate to ensure that the verification, documentation, and certification processes align with established guidelines. This level of institutional coordination is necessary for avoiding duplication of efforts and for ensuring consistency in application processing.

However, the disposition of implementing agents has emerged as a weaker link in the policy chain. Despite fulfilling communication, resource, and structural components, the attitudes and responsiveness of some staff toward applicants were perceived as indifferent or lacking in empathy. This has discouraged some citizens from completing the application process, particularly those who feel intimidated or unsupported by front-line service providers.

Community perceptions also reveal that not all citizens understand the value of obtaining a formal land certificate. This lack of awareness is especially prevalent in rural areas, where informal land ownership practices still dominate. Consequently, there is reluctance to engage with BPN procedures unless prompted by legal disputes or economic necessity. The low perceived urgency undermines the overall impact of the policy, despite its accessibility and procedural clarity.

Moreover, the lack of understanding about administrative requirements remains a significant obstacle. Many citizens are unaware of the specific documents they must present or the timelines they must follow. Although communication channels exist, they are not always effective in simplifying complex legal jargon for the general public. This complexity contributes to the perception that obtaining a land certificate is burdensome, thus decreasing public participation.

Affordability also plays a crucial role in the effectiveness of this policy. Several respondents indicated that the costs associated with registering land ownership transfers are beyond their financial means. This financial barrier has led to delays and, in some cases, total avoidance of the registration process. Even with administrative support, the high cost deters compliance and hinders the broader goals of the policy.

The findings from this study highlight the partial success of the policy implementation. While communication, resources, and bureaucratic structure have been effectively leveraged, weaknesses in staff disposition, public understanding, and affordability issues remain. These gaps indicate that the policy, although functional in design, requires further adaptation to address ground-level challenges.

It is also worth noting that the success of implementation depends on the extent to which stakeholders understand and embrace the policy. If those responsible for enacting the policy do not have a clear understanding of its goals and procedures, the intended outcomes may not be

achieved. Implementation must go beyond mechanical execution and include alignment of attitudes, knowledge, and community participation. Field data also underscores the significance of community-based trust in government institutions. Residents who perceive BPN as a transparent and supportive body are more likely to participate in land registration. Conversely, skepticism toward bureaucratic processes reduces participation and increases reliance on informal land transfers, which often result in legal disputes or ownership ambiguity.

Therefore, building institutional credibility is vital. Inconsistent or poor service, as perceived by citizens, undermines trust. BPN must ensure that each employee understands their critical role in supporting citizens and that their conduct reflects the values of transparency and fairness. Only then can the institution strengthen public cooperation and improve the implementation outcomes. Another important insight is the geographic variation in access to information and services. Urban residents generally find it easier to visit the BPN office and obtain guidance, whereas those in remote areas must rely on less direct channels. To reduce disparities, mobile service units or digital platforms should be developed to reach underserved populations and promote inclusiveness.

Furthermore, informal feedback mechanisms from the community must be integrated into the policy monitoring process. Citizens' complaints, suggestions, and praise should be collected systematically and used to improve service delivery. These feedback loops can serve as an early warning system for identifying procedural flaws and tailoring communication strategies accordingly.

Stakeholder coordination also influences the effectiveness of policy execution. Local governments, legal institutions, and community leaders should work collaboratively with BPN to disseminate accurate information and encourage compliance. When multiple institutions work in silos, the risk of policy misinterpretation increases, leading to inconsistent implementation. Training programs for BPN staff are necessary to strengthen both technical and interpersonal skills. Staff must be equipped not only to verify legal documents but also to communicate empathetically and clearly with citizens. Ongoing capacity-building initiatives can address issues of disposition and create a more responsive public service culture.

From the citizens' perspective, simplifying the application process would help. Reducing bureaucratic layers, offering step-by-step guides, and creating a digital checklist can streamline the procedure. These enhancements would make the process less daunting and

encourage more people to participate in legal land registration. The study also highlights the need for affordability strategies. Government subsidies or installment payment plans for low-income applicants could remove the financial barrier. Making land registration more accessible economically would significantly boost participation, especially among marginalized groups.

Lastly, regular policy evaluation must be conducted to ensure the program remains responsive to changing needs. Data from the field, including challenges faced by applicants, should inform updates to guidelines and communication tools. This dynamic approach will enable BPN to remain relevant and effective over time. In conclusion, the implementation of the policy on the regulation of land ownership transfer certificates at BPN Barru has seen moderate success. While critical components like communication and structure are in place, further improvement is needed in disposition, awareness, and affordability to achieve full effectiveness. Addressing these areas will enhance community participation and ensure land rights are protected more comprehensively.

➤ Discussion

The implementation of the policy on the regulation of land ownership transfer certificates through sale and purchase at the National Land Agency (BPN) of Barru Regency can be analyzed through Edward III's policy implementation theory, which includes four key variables: communication, resources, disposition (implementer attitude), and bureaucratic structure. The results of this study indicate that most of these aspects have been executed reasonably well, although several significant obstacles still hinder policy effectiveness.

The communication aspect emerged as a major strength in this policy implementation. Information regarding the procedures and requirements for certificate regulation has been disseminated through brochures, banners, and outreach activities. This aligns with Edward III's notion that clear and consistent communication is vital to ensure both implementers and the public understand the policy's objectives. However, gaps in information remain, particularly concerning the public's understanding of technical documentation details. As a result, many individuals must visit the BPN office directly to obtain further clarification.

Regarding resources, the BPN of Barru Regency appears to have adequate human resources who are competent in delivering services to the community. This supports the efficient execution of administrative procedures. Nevertheless, in several instances, limitations

in supporting infrastructure—such as underdeveloped digital service systems—have led to long queues and manual processes, which hinder service acceleration.

The bureaucratic structure within BPN is found to be relatively well-organized, with a clear workflow from document verification to certificate issuance. This indicates good internal coordination in supporting policy execution. However, the multilayered bureaucracy has been criticized by the public for extending processing times. In the future, procedural simplification is necessary to enhance efficiency while maintaining administrative accuracy.

Disposition, or the attitude of implementers, was identified as a weaker point. Interviews revealed complaints regarding some BPN staff members who were perceived as less friendly or not proactive in assisting citizens. Such attitudes can negatively affect public perception of government service quality and reduce citizen participation in the certificate regulation program. Edward III emphasizes the importance of commitment and empathy from implementers to achieve policy objectives effectively.

Beyond the four primary variables, this study also identified external factors influencing policy implementation. One such factor is the low public awareness of the importance of possessing an official land certificate. Many residents still rely on informal ownership proofs or do not feel the need to apply for certification unless disputes arise. This poses a challenge for BPN in promoting the legal documentation of land ownership, especially in rural areas.

Another hindrance is the issue of costs. Many respondents expressed concern over the high fees associated with certificate processing. While there are national mass certification programs, the costs related to transfer of ownership through sale and purchase are typically borne by applicants. This financial burden has led many to postpone processing their certificates until urgent needs arise, such as land sales or inheritance matters.

When viewed through the lens of good governance, the implementation of this policy does not yet fully reflect the principles of participation and accountability. Public participation remains low due to information barriers, financial constraints, and bureaucratic attitudes. Meanwhile, the accountability of implementers is also limited, as not all officers deliver fair and transparent services.

In conclusion, the implementation of the policy on regulating land ownership transfer certificates at the BPN of Barru Regency can be categorized as moderately successful, though not optimal. To improve its effectiveness, enhanced public communication strategies should be adopted using simplified language and broader outreach. Increasing staff capacity and professionalism, streamlining bureaucratic processes, and providing financial support for underprivileged applicants are also necessary. Additionally, expanding digital services and mobile outreach programs could provide alternative solutions for reaching residents in remote rural areas.

D. CONCLUSION AND RECOMMENDATIONS

➤ Conclusion

The implementation of the policy on the regulation of land ownership transfer certificates through sale and purchase at the National Land Agency (BPN) of Barru Regency has generally proceeded adequately. Based on Edward III's framework, three out of the four indicators—communication, resources, and bureaucratic structure—have been effectively fulfilled. However, the disposition or attitude of implementers remains a notable weakness, impacting the overall effectiveness of policy execution. Communication efforts such as outreach and brochures have increased public knowledge, yet misunderstandings persist regarding technical requirements. Resources are available but not always sufficient, particularly in terms of digital infrastructure. The bureaucratic structure is functional but sometimes perceived as complex by the public. Importantly, societal factors such as limited awareness of land certification importance, lack of understanding of administrative requirements, and financial limitations also hinder the success of the policy. Effective implementation requires not only administrative readiness but also public support and engagement.

➤ Recommendation

To improve the effectiveness of the policy implementation, several strategic measures are recommended. First, strengthen communication channels by simplifying the language used in public materials and intensifying outreach, especially in rural communities. Second, enhance human resources by providing regular training focused on public service ethics and responsiveness. Third, streamline bureaucratic processes to reduce procedural complexity and

service duration, particularly through the digitalization of services. Fourth, consider government-subsidized programs or installment-based payments to assist low-income individuals in processing their land certificates. Lastly, promote public awareness campaigns that emphasize the legal and economic benefits of formal land ownership to encourage broader participation and compliance with land certification regulations. These steps will contribute to a more inclusive, responsive, and accountable land administration system in Barru Regency.

REFERENCES

- Fitriani, E., Hasan, I., & Prasetyo, L. (2022). Challenges in Land Administration and Certification in Indonesia. *Journal of Land Policy*, 12(3), 157-174.
- Hidayat, R. (2019). Legal Certainty in Land Ownership Transfer in Indonesia. *Property Law Review*, 8(2), 45-62.
- Nugroho, Y., Santoso, D., & Wibowo, A. (2020). Bureaucratic Efficiency in Land Certificate Services: A Case Study. *Public Administration Journal*, 15(1), 89-105.
- Pressman, J. L., & Wildavsky, A. (1984). *Implementation*. University of California Press.
- Putri, N., & Wibowo, R. (2020). Public Participation in Land Certification Policies. *Journal of Governance Studies*, 10(4), 211-228.
- Rahman, F., & Purwanto, A. (2018). Digitalization in Indonesian Land Administration: Progress and Challenges. *International Journal of Land Use Policy*, 22(1), 33-48.
- Sari, D., & Kusuma, I. (2021). Local Governance and Land Rights in Indonesia. *Asian Journal of Public Affairs*, 7(2), 124-138.
- Wahyudi, T., Prasetyo, B., & Sari, L. (2021). Corruption Risks in Land Administration: Evidence from Indonesia. *Governance and Policy Review*, 13(2), 76-91.