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Article

Dynamic implementation of land registration acceleration through community participation: A case study in Banjar District, South Kalimantan Province

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Abstract: The government's land registration program aims to protect communities from future land disputes. However, lack of community support presents challenges to its process and implementation. Utilizing a qualitative case study approach, this article examines these challenges from the community's perspective, focusing on land registration, community participation, and implementation dynamics. It suggests that learning from these dynamics can enhance the program's effectiveness, highlighting the need for a systematic approach to community involvement.

Keywords: acceleration of land registration; community participation; dynamic implementation

1. Introduction

The Indonesian government continuously works to improve the investment environment through laws and policy refinements (Mustapa et al., 2021; Suradiyanto, 2019). One key area of focus is enhancing legal protection (Sihotang, 2023), including transparency and accountability in land registration processes (Iwan Permadi, 2023). Effective land registration involves comprehensive management of ownership records, valuation, usage planning, and development (Indrajit et al., 2021). The success of integrating these elements heavily relies on active community engagement (Indrajit et al., 2020). To foster a favorable investment climate, the government has implemented the Complete Systematic Land Registration (CSLR) program, which involves the community in a thorough and comprehensive land registration process.

Launched in 2016, CSLR initiative was designed to expedite comprehensive land registration across Indonesia, underscoring the crucial role of community engagement. Community involvement in CSLR encompasses defining land parcel boundaries, gathering legal and physical data, and the ongoing maintenance of these boundaries. Marryanti and Purbawa (2019) note that collecting juridical and physical information falls beyond the Land Office's purview, relying instead on community interest and cooperation. Streamlining administrative processes is essential, but so is community participation in enhancing the efficacy of land registration (Yubaidi et al., 2022). Acknowledging community involvement's significance, the government enhanced CSLR by integrating community participation (CP), resulting in CSLR-CP (Khalid et al., 2022).

Employing systematic technology in land registration can lead to better outcomes through a structured, logical approach supported by precise and ongoing data collection. The accuracy of land parcel boundaries and agreements among neighbors are key to data quality (M. Martono et al., 2022a). Active community involvement in the Indonesian government programs has been proven to result in successful policy implementation in several cases (Mulyasari et al., 2021; Pradana et al., 2020). Therefore, the Indonesian government, in this context the Ministry of Agrarian Affairs, took an approach that necessitates the active engagement of both local communities and skilled government officials. Despite the shift towards technology, traditional data collection methods remain in use to both educate and encourage community contributions (Biraro et al., 2021). Significant advancements in land registration practices, particularly CSLR, are evident in Indonesia and other developing countries, thanks to robust commitment from all levels of government and direct community involvement (Tembo et al., 2014). The program's technical frameworks have evolved to address gaps between community understanding, official capacity, and environmental challenges. Lengoiboni et al. (2021) highlight the complex task of reconciling various legal perspectives on land ownership within this system.

Successfully registering all land parcels in Indonesia is a challenging achievement in land administration, not only in regulation and technical aspects but also in socio-culture complexity (Aspan et al., 2021; Rahdania and Djaja, 2023; Supriyanto and Krismantoro, 2020). In a multiethnic society, the diverse understandings and perceptions due to varying customs pose additional challenges, necessitating creativity and patience in the registration process (M. Martono et al., 2022b). A systematic registration approach is favored for its cost-efficiency and effectiveness (Enemark, 2014). Research in India reveals a lack of coherence between formal and local institutions in land administration, pointing to the need for decentralization (Ho et al., 2021). Furthermore, while land registration has been shown to boost economic activity and credit access, its benefits are not widely recognized (Deininger and Feder, 2009). Presently, Indonesia's land registration process has become more systematic and inclusive, engaging various stakeholders, including the community (Aditya et al., 2021a).

Conceptually, CSLR-CP shares similarities with the standard CSLR in terms of community involvement in data collection. However, the nature of this involvement distinguishes CSLR-CP from its counterpart. In CSLR, community participation is formalized through the establishment of a village committee, authorized by a decree from the Village Head and documented in meeting minutes. By contrast, in CSLR-CP, community involvement gains further legitimacy through the direct collection of land data, sanctioned by a decree from the Head of the Land Office (Nurcahyo et al., 2019). CSLR-CP has been deployed across seven provinces, including Central Kalimantan, South Kalimantan, East Kalimantan, West Kalimantan, Riau, Jambi, and South Sumatra. It aims to process 4.3 million plots of land in various phases, leading to the production of detailed cadastral maps and extensive land parcel information on a granular, village-to-village, or subdistrict basis, thereby enhancing the quality of these cadastral maps.

Community involvement in the collection of land data is anticipated to enhance

participation, accountability, and the gathering of both physical and juridical information. CSLR-CP initiative aims to produce cadastral maps and detailed land parcel data on a village-by-village or subdistrict basis, thus facilitating the improvement of existing cadastral maps' quality (Utama et al., 2020). The initiative has set ambitious goals across five phases: Phase 1 with a target of 50,000 plots, phase 2 aiming for 350,000 plots, phase 3 targeting 1,300,000 plots, phase 4 aiming for 1,620,000 plots, and phase 5 focusing on 980,000 plots (Noegroho, 2021). Despite these targets, there has been a declining trend in the realization of CSLR-CP goals from 2018 to 2020. This discussion delves into the potential for optimizing CSLR-CP and enhancing its execution, specifically examining its application in Banjar Regency, South Kalimantan Province.

1.1. Complete Systematic Land Registration—Community participation (CSLR-CP)

Initiated in 2016, CSLR was established as a key national initiative by the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency to expedite land registration across Indonesia. The outcomes of CSLR activities are organized into four clusters: Cluster 1 (K1) includes plots ready for land title certification due to compliant physical and legal conditions. Cluster 2 (K2) covers areas where the physical and legal data meet certification requirements but are subject to ongoing legal disputes or court proceedings. Cluster 3 (K3) represents plots ineligible for registration due to non-compliance with required standards. Cluster 4 (K4) consists of lands already registered and documented but not yet digitally mapped. With the introduction of CSLR-CP, the program aims to enhance land registration by fostering greater community engagement. This approach seeks to mitigate land boundary disputes, thereby streamlining and expediting the registration process.

CSLR process involves collecting both physical and juridical data from land parcels intended for registration (Pertanahan/BPN, 2019). The stages of the CSLR-CP largely mirror those of the standard PTSL, including: 1) planning; 2) determining locations; 3) preparation; 4) establishing a PTSL adjudication committee and task force; 5) conducting counseling sessions; 6) collecting physical and juridical data; 7) verifying juridical data to establish rights; 8) announcing and validating the collected data; 9) confirming conversions, recognizing rights, and granting rights; 10) documenting rights; 11) issuing land title certificates; 12) documenting and delivering results; 13) reporting activities (Pertanahan/BPN, 2019). Emphasizing community engagement, CSLR-CP highlights the significance of local involvement, particularly in boundary determination and maintenance, as well as in gathering juridical data, where the collaboration of village officials and local communities is crucial for verifying land ownership.

1.2. Typology of participation

This concept outlines the varying degrees of community engagement in the participation process, based on the level of influence they hold in decision-making (Arnstein, 1969a). The framework serves multiple purposes: (a) to better comprehend community engagement practices, (b) to gauge efforts aimed at enhancing community

participation, and (c) to evaluate the effectiveness of these initiatives involving community input. Arnstein visualizes this as a ladder of participation, where each rung signifies a distinct strategy of engagement predicated on the distribution of power.

At the base of Arnstein's ladder (**Figure 1**), the least empowering forms of involvement are manipulation and therapy, categorized under non-participation, where community engagement is largely nominal. The primary objective at this level is not genuine community involvement in program development or implementation but rather to facilitate the agenda of those in power under the guise of participation. Often, village governments are engaged at this level to garner support for initiatives. Moving up, tokenism allows for nominal participation of community representatives, though they hold significantly less power than official authorities, with decisions still firmly in the hands of the government. Further up the ladder, citizen power marks a shift towards genuine engagement, demanding equality between the community and government entities, allowing the community to have a substantial say in their future. This level of participation reflects the principles of effective governance, underscored by active citizen involvement, and fosters a civic culture characterized by collaboration and solidarity.

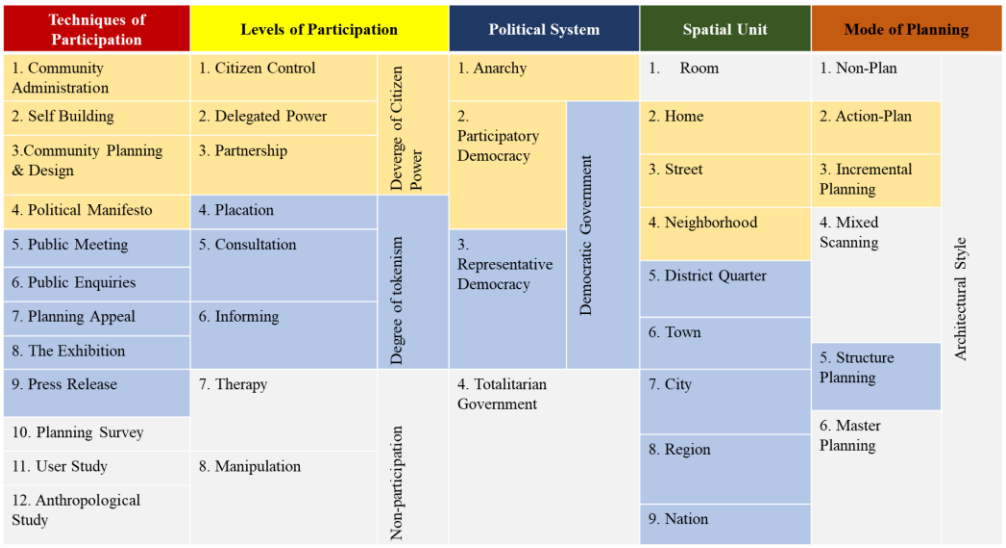

Figure 1. Adoption of Arnstein's eight levels of participation (Moughtin, 2003; Rowe and Frewer, 2000).

According to Putnam (1993), the development of social capital, which nurtures a sense of unity and cooperation, is crucial for citizens. This perspective aligns with Arnstein's view on the necessity for democratization in decision-making, particularly regarding community participation in land registration. The involvement process highlights considerable variances across diverse backgrounds, presenting a dilemma due to the state's predominant interest in land registration while public awareness about the importance of certified land ownership remains limited. The ambitious goal of registering all land plots in Indonesia faces the challenge of asymmetrical knowledge among the populace. As such, the program's planning structure will require adjustments tailored to the specific characteristics of the target locations, as illustrated in **Figure 1**.

1.3. Implementation of land registration based on community participation

CSLR-CP is recognized as a critical national strategic initiative. The program is structured around specific stages outlined in its technical guidelines. The effectiveness of CSLR-CP's deployment is subject to a variety of determinants, notably the executing capability of the Land Office. Edwards (1980) posits that successful policy execution can be gauged by factors such as effective communication, the implementers' attitudes and commitment, and the existence of a well-defined bureaucratic structure equipped with Standard Operating Procedures (SOPs). These SOPs are crucial for detailing the workflow, implementation specifics, and the allocation of work responsibilities (Edward, 1980). This study delves into the program's implementation phases, exploring the elements that contribute to CSLR-CP's success. In addition to mapping the roles of various actors, a thorough assessment of socio-economic conditions and macro-level shifts is imperative for a dynamic implementation strategy (Sabatier, 1980). Evaluation criteria include the acquisition and application of knowledge (learning), procedural oversight, interplay between actors and agencies, and the degree of bureaucratic flexibility (Bardach, 2001; Schofield, 2001; Wheat, 2010). Beyond mere planning and results, the synergy between wheat organizational structure and procedural dynamics stands out as a crucial performance metric (Waters Robichau and Lynn Jr, 2009). Consequently, each participant in the implementation chain is tasked with grasping, designing, forecasting, and critically assessing the nuanced intricacies of the process (Deleon and Deleon, 2002; May, 2013).

2. Materials and methods

This qualitative study was conducted between 6 September and 14 September 2021, focusing on various stages of CSLR-CP, particularly those involving community participation through land data collection. Banjar Regency was chosen as the site for observation for three primary reasons: it was the first area to pilot the CSLR-CP project; it is characterized by a diverse population in terms of ethnicity, livelihoods, traditions, and customs (Zulaeha et al., 2021) and its significant size necessitates widespread access to land services for the community (Widya and Utami, 2020). These factors underscore the need for a dynamic approach that resonates with the community's core characteristics to foster support for the program, as detailed in **Table 1**.

Table 1. Target and realization of CSLR-CP output 2018–2020 (Source: Data obtained from the CSLR-CP dashboard application, accessed in April 2020).

CSLR-CP phase	Year	Target (Land parcel)	Realization (Land parcel)	Realization percentage (%)
1	2018	50.000	45.100	90.2
2	2019	350,000	301,350	86.1
3	2020	1,300,000	529,620	40.7

The scheduling of data collection was aligned with the counseling stages and the gathering of physical and juridical data, enabling researchers to closely monitor these

processes. Data was collected comprehensively and in detail through a structured approach that included guided questionnaires, observational notes, and interviews. This questionnaire served as additional and reinforcing data as complementary data in this study. The data extracted from this questionnaire is a supplement to strengthen the data from observation notes and interviews. Additionally, secondary data sources were leveraged, comprising records, reports, official regulations, findings from prior scientific research, technical guidelines, official decisions, and reference materials pertinent to the CSLR-CP activities. This study conducts an in-depth analysis of the CSLR-CP implementation, examining each phase as delineated in the CSLR-CP technical instructions. It assesses the dynamics contributing to the program's success in achieving its cadastral mapping goals, considering both internal and external factors. Internal aspects are evaluated based on the performance of the implementing bodies, such as the Land Office and surveying and mapping firms, with a particular focus on human resources, infrastructure, bureaucratic organization, and the commitment of involved parties, all of which influence the CSLR-CP's process and outcomes (refer to **Figure 2**).

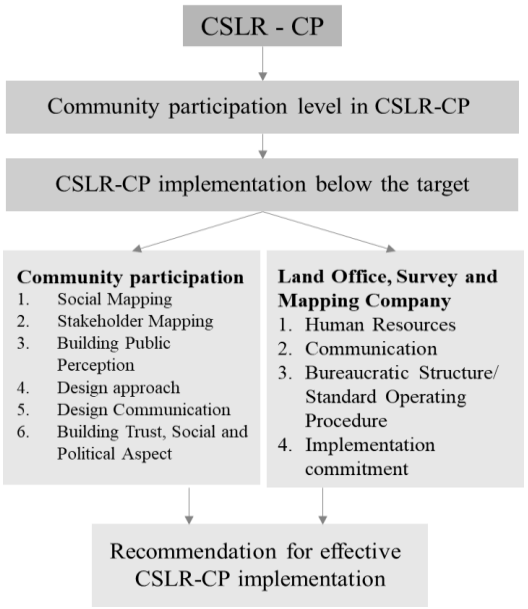

Figure 2. Conceptual framework.

External aspects are scrutinized through social mapping, stakeholder analysis, the creation of public perception, design approaches, communication strategies, trust building, and socio-political factors (also refer to **Figure 2**), laying out the conceptual framework of this research. The findings offer recommendations for enhancing the CSLR-CP's efficacy. The acquisition of secondary data entailed observing the contextual realities of field implementation. Tools employed in data processing included notebooks, audio recorders, and cameras, with notebooks being utilized for documenting significant activities in the villages relevant to CSLR-CP progress. These tools also facilitated the recording of participatory observations by researchers, such as during land data collection and interviews. Interviews were conducted with 10 informants who were able to describe the dynamics of accelerating land registration, social mapping of stakeholders, public perceptions, and the complexity of beliefs, and

social and political aspects. These informants were chosen deliberately based on several criteria, namely understanding land certification registration, ATR/BPN officials, land measuring officers, and echelon 3 and 4 officials related to land registration. The following is a list of informants involved in the data in-depth process, namely Martapura Sub-district Head, Tanjung Rema Supplier, South Pasayangan Supplier, two Puldatan officers, Worldbank PHLN Instructor in South Kalimantan area, Head of South Kalimantan BPN 1, Head of Banjar Regency Land Office, Head of Section 1 Kantah Banjar, KJSKB officers are always Quality Control and a member of the public during ground checks.

Each informant was interviewed within 180 min over a data collection period of nine days. A case study in Banjar District, South Kalimantan Province was used as a data source due to several considerations, namely the large number of land certification cases that have legal problems, Banjar is a district where certification issues conflict between positive state law and customary law, and land registration for certification is still ongoing. with customary rights. The data analysis technique in this research uses interactive analysis (Miles et al., 2019). This technique is used so that the results of research and analysis continue to be in dialogue and take place discursively. In this way, data and analysis can continue to be refined and improved as the research progresses.

Table 2. List of informants.

No.	Informant	Category
1	Head of Martapura Sub-District	External actor
2	Tanjung Rema Facilitator	External actor
3	Pasayangan Selatan Facilitator	External actor
4	Data Officer	External actor
5	Worldbank Instructor for South Kalimantan	Internal actor
6	Head of Field 1 Land Office for South Kalimantan	Internal actor
7	Head of Banjar Land Office	Internal actor
8	Head of Section 1 Land Office for Banjar	Internal actor
9	Licensed Cadastral Surveyor as Quality Control	Internal actor
10	Local Resident	External actor

Banjar District, South Kalimantan, was selected as a source of data due to several considerations **Table 2**. Many cases of land certification are legally problematic. Banjar is a district where certification issues clash between state-positive law and customary law. At some point, land registration for certification still deals with customary land rights. The data analysis in this research uses interactive analysis by (Miles et al., 2019) This technique highlights that the results of research and analysis continue to be dialogued and take place discursively (Miles et al., 2019). Thus, the data and analysis can continue to be refined and improved as the research progresses.

3. Results

3.1. CSLR-CP determination process

Location determination was based on a strategic approach that was both inclusive and dynamic, adjusting to the readiness of village officials, community groups, and other stakeholders for active participation. At this initial stage, the quality of communication, the attitude of implementers, and the provision of technical guidance play crucial roles in paving the way for subsequent success. In Banjar Regency, CSLR-CP was rolled out in 24 villages each in Martapura and Karang Intan Districts, as designated by the Banjar Regency Land Office. However, a summary of field activity outcomes revealed discrepancies in location determination against the initial plan for 48 villages. A total of 13 villages opted out or declined participation in the CSLR-CP, resulting in measurements being conducted in 35 villages, covering 19,402 plots—a figure short of the 27,000-plot target. "Based on information from an informant in Martapura sub-district, the process of disseminating information was very short and seemed sudden. Secondly, the appointment of village supervisors who were supposed to help the land office turned out to be less effective because the training process was felt to be very short, and residents did not fully understand it. Thirdly, the communication carried out by the land office is too formal, only approaching government officials, while community leaders are not involved enough. Fourth, time needs to be prepared to prioritize the preparation of the parties so that there is an agreement considering that in this program there is an assignment for the community to help run the program smoothly.

At the planning stage for CSLR-CP activities, the Land Office is tasked with (1) identifying land data and enhancing the quality of category K4 land parcels, and (2) developing roadmaps and strategic plans. For location determination, the Land Office submits a request that includes the administrative boundaries of the targeted village or sub-district, as defined in the location determination proposal. These administrative boundaries, whether indicative or definitive, are sourced from various agencies such as the Geospatial Information Agency, Ministry of Home Affairs, Regional Development Planning Agency, Village Government, etc. The Head of the Regional Office of the National Land Agency then reviews and approves the technical instructions and roadmap for the CSLR-CP's completion. This step is followed by the procurement of goods and services at the Ministry of Agrarian Affairs and Spatial Planning (ATR)/National Land Agency level, with the survey and mapping companies' procurement process centralized in Jakarta, adhering to the CSLR-CP consultant services procurement stages.

The CSLR-CP program envisions community participation as a key component of active social empowerment, aimed at enhancing program efficiency and effectiveness. In the program's early phases, including planning and preparation, community involvement may be restricted to information provision about the activities in selected villages, utilizing data from the Land Office. As the program progresses to team formation, counseling, and land data collection, participation can evolve into consultation and partnership. This is exemplified by the formation of a six-person team tasked with gathering physical and juridical data. Ideally, the zenith of community involvement is achieved during the land data collection phase, characterized by active participation in determining land boundaries and compiling juridical/physical data. At this critical juncture, without substantial community engagement, significant discrepancies in opinions can emerge, potentially hindering the attainment of land

registration objectives. Despite these ambitions, land data collection efforts remain under the oversight of the Land Office's verification and validation team, ensuring adherence to program standards and objectives.

Land data collectors receive training and are appointed as facilitators and executors of physical and juridical data collection activities. According to the Regulation of the Minister of Agrarian Affairs and Spatial Planning/National Land Agency Number 6 of 2018 concerning Complete Systematic Land Registration, this registration process encourages community participation with the support of land data collection officers. Specifically, land data collection is allocated for CSLR-CP activities funded by the State. A specialized task force oversees and guides the collection of physical and juridical data, underpinned by a Decree from the Head of the Land Office that establishes a land data collection team in each village. The Land Office outlines the responsibilities of land data collectors as follows:

1) Collect, validate, digitize, and archive legal documents, including ID cards/family cards, land rights, land and building tax documents, and physical land ownership certificates.
2) Undertake physical data collection tasks such as identifying and delineating neighborhood/village and land parcel boundaries, boundary verification, creating field boundary agreements, and aiding measurement officers in land parcel measurement.
3) Indicate land parcel boundaries when owners and adjacent neighbors are unwilling or unable to do so.
4) Contribute to the creation of measurement drawings.
5) Provide mediation support in cases of boundary or land ownership disputes.
6) Facilitate the public announcement of land maps for clarification.
7) Endorse the clarified land location map.

As a result of time constraints and less intense communication, the responsibility for collecting legal and physical data becomes a burden, so that many villages object to implementing it, ultimately considering this program. Information channels must be properly conveyed to the community about the objectives of the CSLR-CP, the mechanism is like what was conveyed by the facilitator from South Pasayangan, residents are given detailed information and invited to discuss when there are problems so that there is direct community involvement to want to support because it is not only a benefit. obtained but the urgency of this program to resolve conflicts and land disputes in the future can be understood by all the people of South Pasayangan does not bring benefits.

The case of Tanjung Rema in **Figure 3** exemplifies the impact of dedication to rapid progress and community backing in the participatory mapping effort. This approach allows for precise outcomes and the opportunity to address any on-site issues openly. Such an interactive model, propelled by CSLR-CP, seeks to harness active community engagement, thereby unlocking previously inaccessible avenues for participation. The community's integral role as primary informants in defining the boundaries, positions, and sizes of land plots is envisioned to mitigate boundary disputes and streamline the validation of land parcels. While village officials largely govern the land data collection team, the hands-on fieldwork is often led by the head of the Rukun Tetangga (RT), highlighting the program's reliance on local governance

structures for its execution.

Figure 3. Results of measurements and mapping in Tanjung Rema.

3.2. Result dynamic implementation learning from the experience of Banjar Regency

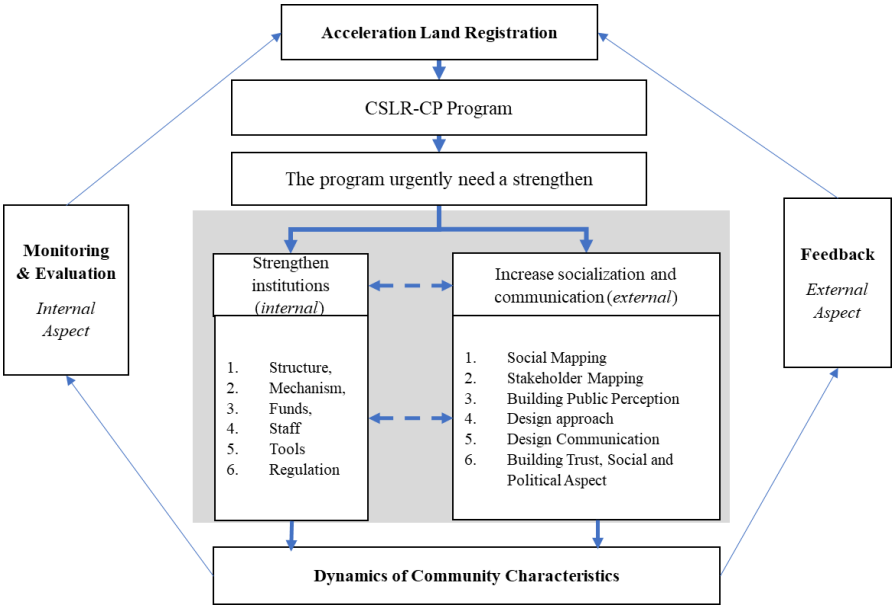

Figure 4. CSLR-CP and dynamic implementation scheme based on Bardach (2001), Deleon and Deleon (2002), Edwards (1980), Koontz (2006), Sabatier (1980), Waters Robichaux and Lynn Jr. (2009).

Learning from Banjar Regency's experience highlights the necessity of close collaboration between land officials and other stakeholders for the CSLR-CP's success. Addressing issues of land ownership mapping and legal data acquisition demands concerted efforts from dedicated parties to expedite resolution. The overarching goal is to accelerate the mapping of land parcels across Indonesia, as outlined in **Figure 4**. Achieving this objective requires the commitment of all local

stakeholders, necessitating effective teamwork and a human-centered approach to navigate the complex regulatory landscape and overcome field challenges. Collaboration between Land Office personnel and community leaders is essential given the intricate regulations and potential field issues, emphasizing the importance of a humanistic and collaborative approach to the program's success.

The output of CSLR-CP activities in the form of Land Plot Maps can be continued with the granting of certificates, which is preceded by intense information dissemination and communication between the parties. Resistance to the CSLR-CP scheme is due to a lack of regular information dissemination and communication between the Land Office and related parties. Land registration requires inclusive community awareness and strong commitment (Aditya et al., 2021b). Land certification programs that require the administration of spatial text data are always challenging for those who implement them. The government's efforts to speed up land registration through optimizing the Implementation of CSLR-CP, as in **Figure 4**, can be done by 1) strengthening the pattern structure (funds, people, and tools) and 2) communication and social mapping, which leads to more intense planning. And development approaches society. The approach to the community (land owners) or government officials at the lowest level (villages) plays an important role where parties who understand land registration will collect physical data and juridical data on land plots with appropriate accuracy, so this series of processes makes it easier Land Office to process it into a land certificate that can resolve conflicts and provide legal certainty (Feder Akihiko Hishino and Nishio, 1998). The culmination of CSLR-CP activities, specifically the production of Land Plot Maps, sets the stage for issuing certificates after thorough information dissemination and communication among involved entities. The resistance to the CSLR-CP framework often stems from inadequate and irregular information dissemination and dialogue between the Land Office and relevant stakeholders. Achieving land registration demands widespread community engagement and a steadfast commitment to success (Kusmiarto et al., 2020). The process of land certification, necessitating the management of spatial and textual data, presents significant challenges for implementers. To expedite land registration and optimize CSLR-CP implementation, the government can focus on reinforcing structural patterns—including funding, personnel, and resources—and enhancing communication and social mapping. These efforts facilitate more detailed planning and community-oriented development strategies. Engaging with the community, especially landowners, and government officials at grassroots levels like villages, is crucial. Stakeholders well-versed in land registration processes are instrumental in gathering accurate physical and legal data on land plots. This comprehensive data collection streamlines the Land Office's task of converting it into land certificates, thus mitigating conflicts and ensuring legal clarity (Feder and Nishio, 1998).

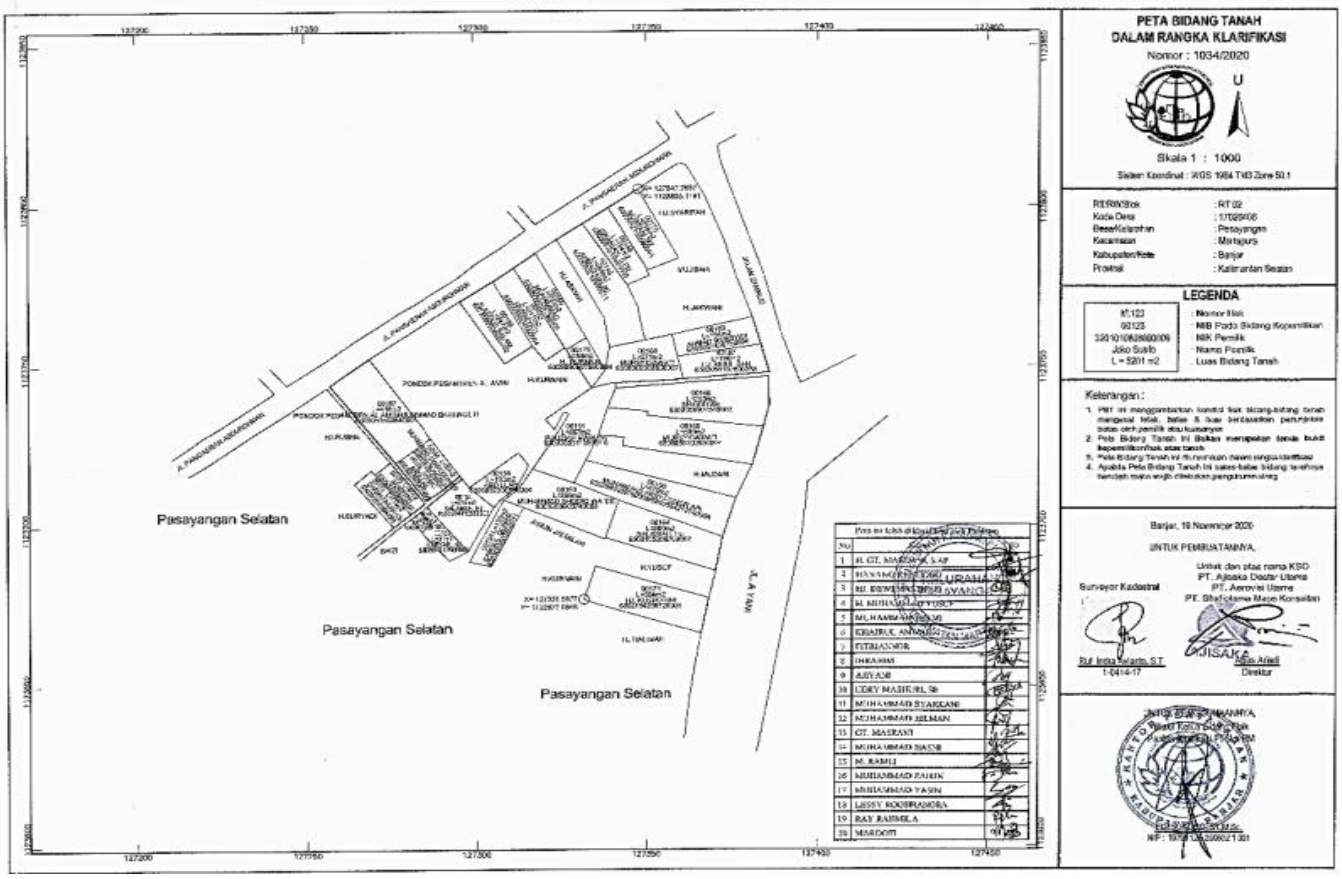

Figure 5. Field verification and validation known to the parties.

Figure 5 illustrates the outcomes of land data verification with landowners. Should discrepancies or objections arise concerning the measurements and/or mapping—such as issues related to the plot's area, location, shape, boundaries, or other specifics—these must be formally addressed to the Land Office by the concerned party or their representative. The dynamics of central and local relationships play a pivotal role in the effective administration of land (Biitir et al., 2017; Van Der Molen, 2002). Furthermore, the success of the program heavily relies on the equal commitment levels among formal legal leaders, government institutional actors, and community members (Abubakari et al., 2018; Aminuzzaman, 2013), underscoring the collaborative essence needed for the initiative's achievement.

Effective implementation requires employing various methods, starting with stakeholder identification. This involves pinpointing key stakeholders in the land registration process, including community members, local government officials, land surveyors, legal experts, NGOs, and other pertinent groups. Understanding the needs of these audiences through research—be it surveys, interviews, focus groups, or analysis of existing data—is fundamental. Clear communication objectives that align with the program's overall goals must be established. These objectives should be specific, measurable, achievable, relevant, and time-bound (SMART). Developing key messages is crucial; they should emphasize the significance of land registration, its community and individual benefits, and the critical role of community involvement. Messages need to be simple, clear, and adaptable to resonate across different societal segments. Finally, fostering two-way communication by creating feedback and

dialogue opportunities between program organizers and stakeholders is essential for effective program dissemination.

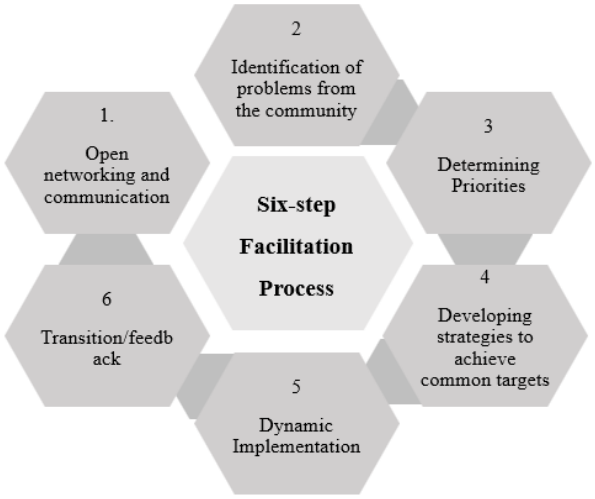

Figure 6. Six-step facilitation process, drawing on insights from Ansell and Gash (2008), Koontz (2006), Yoo et al. (2004).

This concept outlines a systematic approach that necessitates gradual and consistent application for effective program engagement and implementation (**Figure 6**). The process begins with initiating open networking and communication within the community to introduce the program. Engagements include meetings with community leaders, traditional organizations, and groups beyond the village government's purview. This stage is crucial for sharing the program's vision and mission, leading to the formation of focused groups. It encompasses facilitator training, reviewing previous meeting outcomes, strategic planning, knowledge transfer, and acquainting the community with the facilitation process and program goals. Following the establishment of communication channels, the focus shifts to identifying community challenges related to the CSLR-CP. This involves brainstorming sessions to uncover problems, compiling a list of these issues, identifying key community leaders, and planning subsequent discussions. After identifying problems, the emphasis moves to prioritizing these issues. This phase is characterized by the development of group consensus on key priorities and collaboratively crafting strategies and solutions. The strategy development phase is marked by determining strategic steps that will positively impact the community, introducing a comprehensive and sustainable approach model, and engaging in group discussions to gauge the community's understanding and acceptance of the proposed model. Implementation becomes dynamic with the setting of action plans for each initiative, distribution of tasks among community members, timeline creation, utilization of community resources through organizational support, phased execution of plans, and conducting reviews and debriefs following each action. The process culminates in a transition and feedback stage, where discussions on the outcomes or progress following the first action occur, alongside program evaluation and monitoring. Decisions regarding future actions, updating regulations or agreements, and transferring facilitation responsibilities to community leaders mark this final phase. This facilitation process underscores the importance of open communication, community involvement, collaborative problem-

solving, strategic planning, dynamic implementation, and continuous feedback and evaluation to empower communities and ensure the program's successful realization.

From its inception, the program was acknowledged to necessitate community involvement, yet there was a recognition that community knowledge was lacking, leading to negative attitudes that had to be addressed through various methods (Berner et al., 2011). Key to the program's implementation is overcoming obstacles related to perceptions, pessimism, and prejudiced attitudes within the community. This can be achieved by focusing on several strategies: enhancing openness to new insights, recognizing the community's potential, ensuring community involvement yields positive impacts on their lives, and tailoring community engagement strategies to match the community's unique characteristics (Hickey et al., 2015). The government's role is critical in fostering two-way communication and keeping abreast of societal changes to make these strategies more effective (Sanders et al., 2011), requiring patience and acknowledgment that initial outcomes may not always be favorable. The land registration program aims to be mutually beneficial, serving the government's interests in improving land administration for easier access to information and land services, while from the community's perspective, it aims to secure citizens' rights to services and legal certainty, promoting equal treatment by the state for every individual. The success of this ideal scenario hinges on the efficient functioning of government apparatus and the program's emphasis on quality, not just quantity, with comprehensive stakeholder support from the outset, thus mitigating land disputes through the provision of accurate and formally recognized data (Schaefer and Schaefer, 2014). Ensuring land rights becomes a central goal.

Table 3 indicates a minority of residents and village officials opted out of the program, raising questions about the program's relevance and the reasons behind their withdrawal. This situation underscores the necessity for improved communication and understanding to address unresolved issues or adapt government strategies to better connect with the community. A deeper examination of the program, emphasizing quality, necessitates thorough community participation. This involves not just consenting to land data collection in villages but also engaging in extensive dialogues between the national land agency, third-party entities, and the public to ensure awareness of all data-related aspects. Sharing knowledge and understanding among all involved parties is crucial for the program's success. Failure to effectively manage these interactions could lead to hindered progress and resistance within the community. The CSLR-CP is methodically implemented through stages, from determining locations and targets to selecting group members and achieving final objectives.

Table 3. Recapitulation of the results of field measurement activities in Banjar Regency (Source: Processed research data, 2021).

No.	Location		Target		Measurement	Dashboard (mapping)	Juridical data	Realization field
	Village	District	K1-K3	K4				
1	Bincau	Martapura	Withdrew					
2	Bincau Muara	Martapura	750	0	743	630	270	270
3	Cindai Alus	Martapura	668	354	727	688	304	304

Table 3. (*Continued*).

No.	Location		Target		Measurement	Dashboard (mapping)	Juridical data	Realization field
	Village	District	K1-K3	K4				
4	Indrasari/Binglu	Martapura	1377	525	1302	1224	990	990
5	Jawa	Martapura	400	680	415	398	183	183
6	Jawa Laut	Martapura	Withdrew					
7	Keraton	Martapura	Withdrew					
8	Labuhan Tabu	Martapura	Withdrew					
9	Murung Kenanga	Martapura	484		484	451	342	342
10	Murung Keraton	Martapura	Withdrew					
11	Pesayangan	Martapura	1015		1013	995	918	918
12	Pesayangan Barat	Martapura	472		470	468	297	297
13	Pesayangan Selatan	Martapura	223		222	203	159	159
14	Pesayangan Utara	Martapura	Withdrew					
15	Sekumpul	Martapura	757	550	642	585	124	124
16	Sungai Paring	Martapura	Withdrew					
17	Sungai Sipai	Martapura	780		735	690	494	494
18	Tambak Baru	Martapura	232		230	220	136	136
19	Tambak Baru Ilir	Martapura	393		390	389	237	237
20	Tambak Baru Ulu	Martapura	723		710	687	485	485
21	Tanjung Rema	Martapura	540	575	420	420	368	368
22	Tanjung Rema Darat	Martapura	1340		1350	1274	820	820
23	Tunggul Irang Ilir	Martapura	47		47	47	44	44
24	Tunggul Irang Ulu	Martapura	Withdrew					
25	Sungai Alang	Karang Intan	932		935	931	796	796
26	Pasar Lama	Karang Intan	500		387	276	235	235
27	Sungai Landas	Karang Intan	1407		842	830	721	721
28	Awang Bangkal Barat	Karang Intan	200	60	114	114	114	114
29	Awang Bangkal Timur	Karang Intan	150		27	27	26	26
30	Lok Tangga	Karang Intan	Withdrew					
31	Sungai Besar_Bnj	Karang Intan	858		260	260	235	235
32	Mandiangin Barat	Karang Intan	1000		877	829	801	801
33	Mandiangin Timur	Karang Intan	900		366	362	357	357
34	Karang Intan	Karang Intan	900		370	209	116	116
35	Sungai Asam	Karang Intan	587		594	587	510	510
36	Jingah Habang Ulu	Karang Intan	605	Withdrew				
37	Jingah Habang Hilir	Karang Intan	400	Withdrew				
38	Pandak Daun	Karang Intan	650		624	620	550	550
39	Mali-mali	Karang Intan	800		364	364	343	343
40	Sungai Arpat	Karang Intan	210		213	206	175	175
41	Lihung	Karang Intan	900		279	277	221	221
42	Penyambaran	Karang Intan	520	Withdrew				
43	Abirau	Karang Intan	510		503	501	449	449

Table 3. (*Continued*).

No.	Location		Target		Measurement	Dashboard (mapping)	Juridical data	Realization field
	Village	**District**	**K1-K3**	**K4**				
44	Pulau Nyiur	Karang Intan	1000		764	760	735	735
45	Mandikapau Timur	Karang Intan	650	Withdrew				
46	Biih	Karang Intan	800		790	789	757	757
47	Balau	Karang Intan	600		531	528	487	487
48	Kiram	Karang Intan	1000	256	662	507	444	444
Total			**27,000**	**3000**	**19,402**	**18,346**	**14,243**	**14,243**

Note: in the table, the rows highlighted are the villages that have declared their withdrawal/rejection of the CSLR-CP program.

The planning initiative for the program remains predominantly overseen by the government, with the recruitment and information dissemination process designed to inform the community, ultimately leaving the decision to participate or not in their hands. Participation requires adherence to specific technical guidelines. Understanding the role and procedures of land registration simplifies the adaptation and implementation process, particularly in areas where land knowledge and public registration practices are lacking, necessitating additional time and tailored approaches. The current participation model does not enable active community involvement from the outset, especially in decisions related to site selection. Similarly, challenges in acquiring physical and legal data can lead to governmental delays, impacting the overall efficiency of the process.

4. Discussion

4.1. Community participation and engaging

This scenario illustrates that when technical issues arise concerning physical and juridical data, both the land office partners, and the quality control team face significant challenges in organizing work details and rhythms. Despite the training and capabilities provided to land data collectors, their output is often seen as suboptimal due to inefficiencies in document input and verification processes. A further complication is that the workload for land data collection is inadvertently shifted to the head of the Rukun Tetangga (RT), whose community members participate in the CSLR-CP program. This shift occurs because financial disbursements, which are made post-activity and data collection, are contested by many Rukun Tetangga heads who prefer disbursement after file collection and verification. As a result, land data collectors, despite careful planning, are often unprepared to assist the measurement team promptly in delineating land plot boundaries and gathering landowner data. Many assistants, due to office commitments, are unable to accompany measurement teams, especially in urban perimeter areas. Additionally, in rural or swampy regions, assistants struggle to locate long-lost boundary markers, leading to many areas being overlooked.

Another significant barrier is the insufficient duration of training and information dissemination, which hampers the ability to motivate community involvement. Community participation is a critical factor in the CSLR-CP program's success, with

public interest being a major criterion for the Land Office when selecting locations for the program. Initial discussions are held between village officials, community leaders, and RT/RW heads to gauge willingness. If there is enthusiasm, the Land Office proceeds with outreach. However, reluctance from the community leads to the program's non-implementation in that area. The CSLR-CP program often faces rejection due to community trauma from previous engagements that did not result in the issuance of certificates. There's a prevalent assumption among people that measurements will automatically lead to certificate issuance, not understanding the potential delays in this process. Ultimately, the community's acceptance of and engagement with a program is paramount in determining its implementation and success.

The National Land Agency typically employs formal communication channels for initial outreach efforts. This involves coordinating with village or sub-district leaders to organize meetings with village officials and community leaders for participation. Following these formal sessions, information is often spread through informal channels by village officials. For the information dissemination of the CSLR-CP, a formal approach was adopted by visiting the village head, who is seen as a representative of the government at the local level. The village head's role is pivotal due to their perceived authority and influence within the community, which is believed to encourage participation in the program. However, this influence is not absolute; in many communities, informal leaders, including religious and traditional figures, hold significant sway if traditions are deeply rooted. Given this dynamic, it's crucial for the National Land Agency to thoroughly understand the social landscape, recognizing the roles and influence of different stakeholders to tailor effective information dissemination strategies. Stakeholder analysis or mapping is a recommended method for achieving this understanding. Effective communication requires careful consideration of the content, channels, and messengers, as well as ensuring the target audience has access to the information. This is particularly relevant as access to information can vary significantly between urban and rural areas, influencing the strategy's success.

This **Figure 7** underscores that active community involvement can significantly alter behavior, aiding in the simplification and accuracy of measurement and mapping efforts. The CSLR-CP program offers considerable benefits to communities. Despite these advantages, the program has faced challenges, including varying levels of enthusiasm and instances of outright rejection. Participation is crucial for the program's success, yet the systematic execution of its stages—receiving, providing, cooperating, and engaging—remains to be fully realized. Receiving communities first become aware of the information or programs. It is critical for ensuring participants' comprehensive understanding of the land registration efforts. Providing involves the allocation of necessary resources or information to participants, guaranteeing they have what is needed for effective involvement. Cooperating highlights the importance of collaborative efforts among individuals or groups, fostering strong communal bonds and substantial contributions to the program. Engaging is essential for active and emotional involvement, which sustains participants' motivation and enhances program outcomes. Currently, the implementation of the CSLR-CP program is primarily at the 'receiving' stage, with involvement largely limited to village officials.

Although there has been collaboration with these officials, it has not yielded optimal results in practical application.

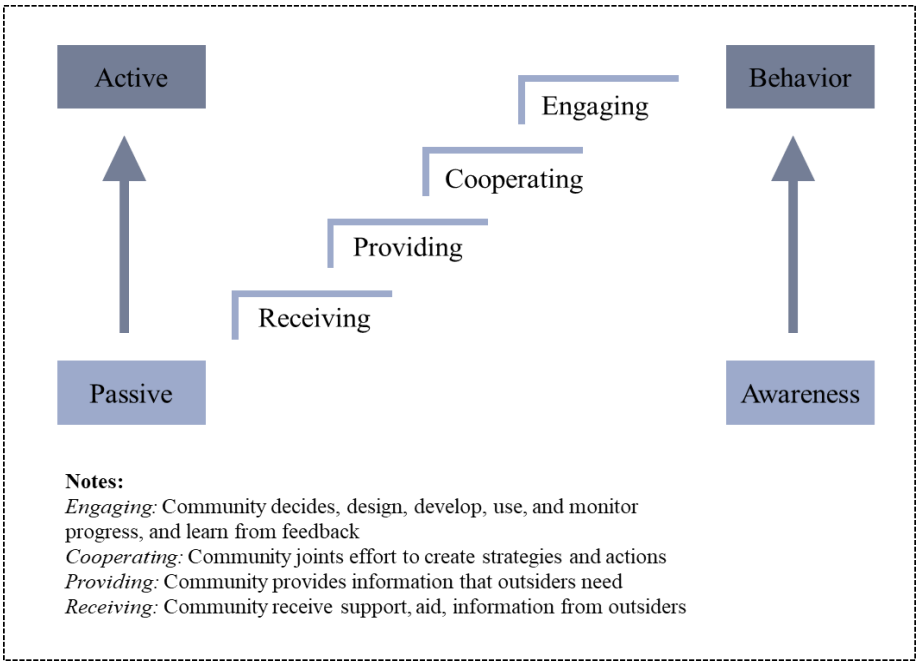

Figure 7. The levels of community participation in the program, drawing on research by Arnstein (1969), Choguill (1996), Eversole (2015), MacDonald et al. (2012), Nguyen et al. (2018).

4.2. Creating participation as the key to a successful land registration program

The stagnation in achieving the Land Registration Acceleration target throughout 2018–2020 proves that there are fundamental problems in the implementation of this program. Program targets and realization have decreased from year to year. 2020 was the culmination point, where the realization target was only achieved by see **Table 1** 40%. Community participation is decreasing, which is proof that this program has not been successful, if not to say it is a program failure. This means that participation is the keyword so that this program can achieve targets in quantity and quality. What is important and interesting to discuss is how to get people interested in actively participating in the Land Registration Acceleration program. This question is simple but requires a very complex implementation answer.

The lack of participation in society can generally be seen from two aspects. Firstly, there is a lack of affirmative strategies carried out by the government throughout the planning and implementation of the Land Registration Acceleration program. Second, public awareness is low in accepting programs that have high benefits in the future. These two theses are hypotheses that have been proven empirically in the field. Lin et al. (2019) programs that have high benefits for the community will increase active participation by the community (Lin et al., 2019). The Land Registration Acceleration Program clearly has high benefits for the community, the problem is that the community is not aware and does not know about the benefits of land registration. This means that the outreach carried out by stakeholders of this

program is very limited and still uses conventional patterns. Actor relations between land officers and local government need synergy and looking for alternative solutions to approach residents who are felt to lack understanding with methods that are culturally and informally more acceptable.

Nara et al. (2021) explained that the land registration project was successful because socialization was carried out intensively and was able to provide benefits, being able to facilitate subsistence farming and increasing food security which was fundamentally needed by the community (Nara et al., 2021). The findings of this research indicate that community participation in the Land Registration Acceleration Program is still at an early stage. Using Arnstein's framework (Moughtin, 2003; Rowe and Frewer, 2000), the implementation of the Land Registration Acceleration Program in Banjar Indonesia is still at the community administration stage. At this stage, land office officers coordinate with village officials to map and plan land registration. The use of this technique proved to be a failure in the field and continued to be used in subsequent years without any significant improvement. CSLR-CP will clearly experience stagnation and lead to program failure if it only relies on the government's structural approach Bardach (2001), Deleon and Deleon (2002), Edwards (1980), Koontz (2006), Sabatier (1980), Waters Robichaux and Lynn Jr (2009).

As an ideal design, the CSLR-CP and dynamic implementation scheme-based approach is very good if used as an analytical framework. To be used as an implementation governance model, of course it still requires more time and energy, especially in the context of rural communities in Indonesia. This approach offered is very complex, what needs to be added to complete this is more detailed operationalization and stages. Even though this approach is very good, the most pressing and urgent thing is related to low participation among the community. Socialization strategies in the micro domain are the most important thing in the findings of this research. The macro-offer is explained by Enemark (2015) in a more fundamental way that "land administration systems should embed a human rights perspective in support of the global agenda and in pursuit of social justice, land administration systems reflect the social relationship between people and land, which is governed by means of allocation and controlling rights, restrictions and responsibilities in land". Philosophically, this certainly has similarities to the context in Banjar Indonesia, but the issue of low participation is still the main problem compared to the issue of social justice.

Moughtin (2023) conceptualizes various levels and techniques of participation in society in responding to programs. Concepts that have not been explained concretely are the sense of belonging and the principle of usefulness. Empirical findings in the field show that a sense of belonging is very urgent, both a sense of belonging to the program and land certificates. Sense of belonging is the key to participation by community groups in programs or activities (Haim-Litevsky et al., 2023; Thomas et al., 2014). Awareness of the sense of belonging requires intense socialization and participation between the community and stakeholders. The principle of benefit from participating in the program is a very important finding. Having an official certificate that has clear and real benefits will certainly be an attraction for other people to get involved in this program. When seen from the responses of informants and practical data achievements, community participation is still limited to (manipulation-therapy)

which has not yet penetrated the minds of the community that this program is important and useful. So, it is necessary to intensify communication in conveying knowledge so that residents have complete active awareness about this program (Augustinus and Tempra, 2021; D. B. Martono et al., 2021). Good government strategies and approaches determine community support for the accelerated land registration program (Bennett et al., 2021; Enemark, 2021).

4.3. Policy based on research: Towards the future of land registration

This research activity was carried out in parallel and at the same time as the implementation of the Land Registration Acceleration. This research can be used as an alarm as well as program monitoring/evaluation in the following year. There has been quite a lot of research related to fit-for-purpose land administration-providing secure land rights at scale, even the international publisher Multidisciplinary Digital Publishing Institute (MDPI) has published a special edition on this issue, see: Land | Special Issue: Fit-for-Purpose Land Administration-Providing Secure Land Rights at Scale (mdpi.com). The issues and manuscripts written are related to articles that concentrate on developing and constructing affordable land administration systems that offer everyone secure tenure through an approachable, adaptable, and participatory method. However, what is missing from all the research results are the strategic steps and technical steps that need to be taken by the government and all stakeholders so that they want to use the results of this research to implement Land Registration Acceleration.

There is still a gap and distance between excellent and comprehensive research results and policy makers/implementers of Land Registration Acceleration in the field. This research provides recommendations so that the research results are heard and conveyed to the parties involved. By combining research results into policy, the Land Registration Acceleration process can be carried out better and more effectively in the future. Researchers as holders of conceptual and technical data and information also need to be more intentional in conveying the results of their research to stakeholders from the meso-policy to the micro-technical level. Researchers and research results must not be separated from stakeholders.

5. Conclusion

The process of engaging and informing residents about the CSLR-CP program has been found lacking, resulting in only those already interested in the program being aware of the rights and obligations of landowners. There is a critical need to enhance the local communities' understanding of land certificates. It is essential to develop targeted education, training, and outreach efforts that allow the community to experience the benefits of the program. A successful model for outreach strategies that effectively communicates the importance of land registration to the community has yet to be established. Current models tend to focus on village officials rather than engaging with influential non-governmental community figures, such as traditional, religious, and community leaders. There is a need for more effective communication with these figures to actively encourage community participation.

The community's lack of understanding of landowner rights and obligations has

led to inefficiencies in the field, particularly in measurement and mapping processes. Barriers to information access and a general lack of public awareness about the CSLR-CP program, primarily due to the technical nature of the outputs (land plot maps), hinder effective fieldwork. The process is further complicated by differing interpretations of technical instructions among staff within the Land Office, affecting the achievement of program targets.

The recommendation is to establish and incorporate specialized public relations personnel dedicated to developing a comprehensive and sustainable strategy for public outreach and communication. This approach aims to ensure the program receives the necessary community attention and support, both before and during its implementation. In Banjar Regency, the scarcity of available land data highlights the need for a strategic approach to regional collaboration, focusing on the scope, model, and mechanisms for achieving targeted data collection. Considering additional time at each stage of the land registration process, especially for community empowerment activities, is crucial for active involvement and the program's success.

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