Hybridization Implementation Of Electronic Land Information Service Policy

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ABSTRACT

This research is a qualitative exploratory research with involved observation (vershtehen) which aims to explore and analyze the hybridization of policy implementation of the Regulation of the Minister of Agrarian and Spatial Planning/Head of the National Land Agency of the Republic of Indonesia Number 19 of 2020 concerning electronic land information services in Bengkulu City, Bengkulu Province. Data collection was carried out using observation, documentation and in-depth interviews (indept interviews). The variables studied were developed from Van Meter and Van Horn (1975) including policy standards and objectives, resources, communication and inter-organizational activities, characteristics of implementing agents, environmental, economic, social and political conditions, attitudes of implementers.... The collected data will be analyzed using a triangulation analysis model with the help of Nvivo 12 application software. This study found that the regulation of electronic land information services has not regulated technical matters so that its implementation requires interpretation. Employees and implementing agents such as PPAT, Surveyors need technical guidance so that the policy implementation target is achieved. In addition, there are limited skilled human resources and internet network infrastructure are the main factors that hinder the hybridization process of land administration public policy implementation. The lack of commitment and support from the Government and the non-optimal institutional coordination mechanism for policy implementation have relatively minimal impact on the non-optimal socialization which makes the level of public understanding of electronic land information services very minimal. This has an impact on community resistance to implementing the electronic land information service policy.

INTRODUCTION

The Ministry of ATR / BPN has updated land administration services by issuing Permen ATR / BPN No. 19 of 2020 concerning Electronic Land Information Services as a breakthrough to prevent falsification of land documents, minimize the occurrence of land disputes and accelerate services and simplify bureaucracy ((Wahid, 2024) . According to Salsabil (2023) this step is an innovative effort to improve efficiency, security, and transparency in the management of land certificates (Salsabil, 2023) . The issuance of Permen ATR / BPN No. 19 of 2020, according to Winarsih (2023) has the aim of improving land information services that are easy, fast, and low-cost, expanding the subject of

information services, encouraging increased investment and providing ease of doing business in Indonesia.

The policy of digitization of land services has started in 2001 by launching the Land Office Computerization Application, namely by digitizing the system and procedures for the land service process and updating the application to date as an effort to anticipate technological developments, land service developments, bureaucratic reforms, has not been effective in minimizing the occurrence of document forgery and land disputes. This condition is evident in the findings of Marryanti and Nurrokhman (2019) which state that public perceptions of land administration services are not satisfactory. Another finding was also conveyed by Munawaruzaman (2020) that there are still many complaints and complaints from the public both through print media, visual media, social media and reports to the Land Office / Regional Office and Inspectorate General. Meanwhile, Suhattanto, M. A., Sarjita, S., Sukayadi, S., & Mujiburohman (2021) state that in general, the obstacles to electronic services in the land sector are the lack of quality data resources that are not yet valid and human resources that are less competent in the implementation of electronic service delivery and related electronic documents that have *errors* and the existence of information content that does not match the data contained in the original certificate.

Changes in services from manual to digital or digital transformation of land services do not seem to be interpreted only as the implementation of technology in electronic land services, but more than that, this change involves changes in culture and *mindset* (Syafitri, Yogopriyatn, Zulhakim , 2024). Westerman et al. (2014) state that digital transformation is the combined effect of innovation and digital technology that results in new structures, practices, values, arrangements, and beliefs in organizations. Thanh (2021) states that digital transformation as a driving force to introduce changes that benefit strategies in administrative institutions, administrative reform, the relationship between digital transformation and administrative reform. Changing services from manual to digital or digital transformation of land services allows land data processing to be carried out quickly and accurately. In addition, the public has access to land services to ensure services are implemented effectively and efficiently. With the opening of access and public participation in land services electronically, it shows the collaboration of the Government and the private sector that encourages hybridization of land service policy implementation.

The research findings of Marryanti and Nurrokhman (2019), Munawaruzaman (2020) and Suhattanto, M. A., Sarjita, S., Sukayadi, S., & Mujiburohman (2021) show that hybridization of land services has significant challenges. In Bengkulu Province, Syafitri, Yogopriyatn, Zulhakim, (2024) found problems with human resources, socialization and difficult infrastructure access and unstable applications in electronic land services. In addition, researcher observations in Bengkulu City found community resistance to change, conflicts of interest between land stakeholders. To overcome these problems in land services, strategic steps are needed. Inclusive digital transformation with hybrid implementation enables adaptive policies to change. Research exploring hybrid models for land public policy is relatively limited to the best of the author's knowledge. This was also conveyed by Germa Bel (2014) who stated that this model has not been widely studied so that there are opportunities for further research in the future.

This research will explore the hybridization of electronic land policy implementation using the approach and variables developed by Van Meter and Van Horn (1975) in Bengkulu City. This approach is used because it provides a holistic analytical framework from various aspects of implementation which include clarity of standards, resource support, interorganizational coordination, implementing capacity, policy environment, and implementing attitudes. The focus of this research is to describe the process and impact of land public services in Bengkulu City.

LITERATURE REVIEW
Public Policy
Dun (2003) defines public policy as a complex pattern of interdependent collective choices, including decisions not to act, made by local government agencies or work units. Meanwhile, Udoji (1981) states that public policy is a sanctioned action that leads to certain interrelated goals and affects most citizens and all government work units that implement existing policies. Meanwhile, Dye (1995) verbatim provides a definition of public policy as "*whatever governments choose to do or not to do*" This definition of Dye (1992) can be interpreted as anything done by the Government is public policy
Thus, policy can be interpreted as a choice of a number of alternatives based on a principle and analysis to solve public problems, including electronic land information service policies.

Public Policy Implementation
  Van Meter and Van Horn (1975) define policy implementation as actions taken by the government and the private sector either individually or in groups to achieve goals. Furthermore, Van Meter and Van Horn (1975) state that the task of implementation is to build a network that allows public policy objectives to be realized through the activities of government agencies involving various interested parties (*policy stakeholders*). In addition, Grindle (1980) provides a definition of implementation as a general process of administrative action that can be studied at a certain program level.

Hybridization
Hybrid is a mixed policy implementation model that is a collaboration between government and community participation. This model is often called the third generation model after the top down model and the bottom up model. This hybrid model is confirmed by Ripley and Franklin (1986) with 3 (three) main variables, namely compliance with rules, smooth implementation of routine functions and, realization of expected performance and impact.
Hybridization is a method to create something with old patterns using new materials and techniques with the stages of quatation, manipulation of elements, and unification and merging (Sonderkov et.al, 2022). Rulynawati et.al (2021) stated that hybridization is the formation of a new identity by performing a combination that symbolizes the process of mixing elements that are essentially contradictory and conflicting.
In line with the understanding of Van Meter and Van Horn (1975), the hybrid implementation model used in this study uses the variables offered by Van Meter and Van Horn (1975), which include standards and Policy Objectives, Resources, Characteristics of Implementing Agents, Attitudes of implementers, Interorganizational Communication and Implementing Activities, and the Economic, Social, and Political Environment.

Electronic Land Information Service Policy
The Ministry of ATR / BPN made a breakthrough in electronic-based land services in various services. Renewal of electronic land services is needed in order to meet public demands for fast, effective, efficient services and the need for dynamic land data and land services.
Electronic land services have started in 2017 with the enactment of the Minister of ATR/BPN Regulation No. 5 of 2017 concerning Electronic Land Information Services. Furthermore, the increasing need for land data and services, as well as to expand the scope of service subjects, the

Ministry of ATR/BPN revised Permen ATR/BPN No. 5 of 2017 with Permen ATR/BPN No. 19 of 2020 which contains 9 (nine) types of information services which include 1) checking certificates; 1) Land Registration Certificate; 3) textual/graphical data information; 4) land value information; 5) coordinate point information; 6) *Global Navigation Satellite System (GNSS)/Continuously Operating Reference System (CORS)* data package information*; 7)* land ownership history information; 8) land history information; and 9) other information services to be determined later.

Permen ATR/BPN No. 19 of 2020 applies to all Land Offices including the Bengkulu City Land Office which is a work unit of the Ministry of ATR/BPN in Bengkulu City. The Bengkulu City Land Office has implemented electronic services as mandated by Permen ATR/BPN No. 19 of 2020. The diversity of problems in implementing land service policies in Bengkulu City such as the large number of hated areas, limited human resources, limited infrastructure and so on makes this research find its relevance.

METHOD

This research is a qualitative exploratory research with involved observation (*vershtehen*), in which the researcher acts as a communicator and communicant to get in-depth information in interviews with sources. Data collection was carried out using observation, documentation and in-depth interviews (*indept interviews*). The variables studied include policy standards and objectives, resources, communication and inter-organizational activities, characteristics of implementing agents, environmental, economic, social and political conditions, attitudes of implementers or implmentors. Research respondents are stakeholders of electronic land administration services as stipulated in the Regulation of the Minister of ATR / BPN No. 19 of 2020 which includes: 1) Land Deed Officials (PPAT) & Notaries, 2) Licensed surveyor service offices, 3) Bengkulu City Land Office, 4) Land service user applicant communities, 5) Local Government and 6) Religious bodies.

The collected data will be analyzed using a triangulation analysis model which is carried out simultaneously, starting from data collection, data reduction, data comparison, data presentation, and conclusion drawing. During data collection, *open coding* of data was carried out to detail, test, compare, develop concepts, and categorize. Some important data categories were given special codes (*axial coding),* namely to determine the relationship and suitability between categories to be combined into propositions that need to be developed. Furthermore, data selection (*selective coding),* which is to systematically arrange *core categories* that are associated with other categories so that they become propositions/theories as research findings. Data analysis was carried out with the help of Nvivo 12 application software.

RESULT

Word Count Analysis

NVivo 12 Word Count analysis shows that the implementation of the policy on electronic land information services in Bengkulu City is dominated by the words service, land, electronic, and information, indicating a policy focus on utilizing technology to serve the community. The emergence of the words policy and implementation in the word count analysis indicates attention to how rules and procedures are integrated in the implementation of electronic services. Meanwhile, words such as socialization, commitment, and challenge are positioned as important elements that drive the success of hybridization. Figure 1.1 below presents the results of the word count analysis

Figure 1.1 Word Count Analysis

Key issues such as competencies, systems and mentoring are highlighted in this analysis and signal the importance of readiness of human resources, technological infrastructure. The highlighting of the words resistance, constraints, and supervision indicate barriers to implementation. The presence of words such as improvement, education, and systems indicate steps to ensure the policy can be implemented. In addition, signals of collaboration and support are present with the emergence of words such as community, foundation, and government...

Based on this analysis, the implementation of electronic land information services in Bengkulu City requires strengthening in the aspects of communication, provision of resources, and mitigation of resistance to achieve the goal of inclusive and effective digital transformation.

Key Issues Analysis

The results of the Nvivo 12 mind mapping analysis show that policy standards and objectives are the main issues to achieve service targets. Adjustment to local needs is a major factor in the effectiveness of policy implementation.
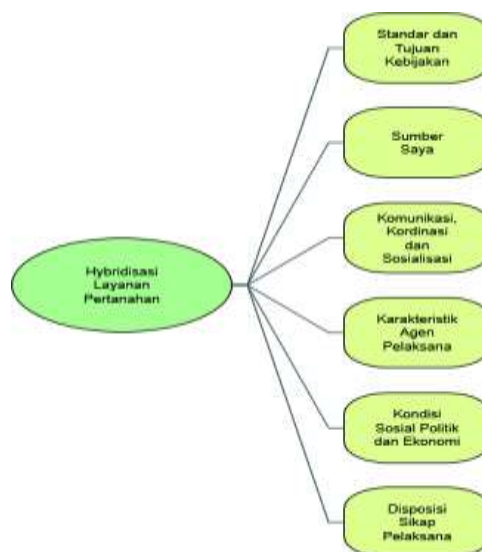

Figure 1.2 Main Issue   Analysis

Furthermore, Nvivo 12 mind mapping analysis shows that the resource variables and implementing agent characteristics have a significant influence on the sustainability of electronic services. The constraints faced in land information services in Bengkulu City are limited knowledge and skills of employees, and uneven network infrastructure. The variables of implementing agent characteristics and organizational hierarchy are often not aligned so that they become obstacles in achieving service hybridization goals.

Meanwhile, inter-organizational communication variables, social, political and economic conditions, and the attitude of implementers are the determining factors for the sustainability of land information services. Effective communication is the main factor to provide understanding. The variable of socio-economic conditions is often an obstacle because of resistance due to people's habit of using manual services. In addition, the attitude of the implementer is the spearhead of policy operationalization. Therefore, all variables must be managed properly so that collaboration or hybridization can run as expected.

Analysis of Electronic Land Information Services

The results of the NVivo 12 project mapping analysis show the relationship between the variables analyzed, namely 1) *Policy Standards and Objectives*, 2) *Resources*, 3) *Coordination and Socialization*, 4) *Implementing Agent Characteristics,* 5) *Social, Political, and Economic Conditions*, and 6) *Implementer Attitudes.* In addition, the analysis also produced groupings of *positive, moderately positive, negative, and moderately negative* sentiments that can be used to design more strategic interventions in the hybridization policy of land services in Bengkulu City.
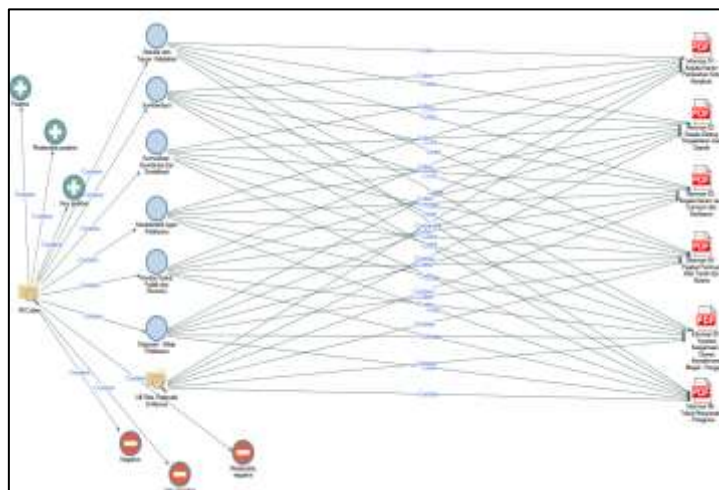

Figure 1.3 Project Mapping

Relevance Analysis

The results of the *NVivo* 12 hierarchical analysis show the relationship between informants (represented by the *Files* category) and the main elements of policy implementation (*the Nodes* category). Each informant provides relevant views on various dimensions, such as *Resources*, *Policy Standards and Objectives*, *Social, Political, and Economic Conditions*, *Coordination and Socialization*, *Implementing Agent Characteristics*, and *Implementing Attitudes*. The dense connections between each informant and category show that each actor has an important contribution to make in understanding the overall context of implementing the hybridization policy of electronic land information services.
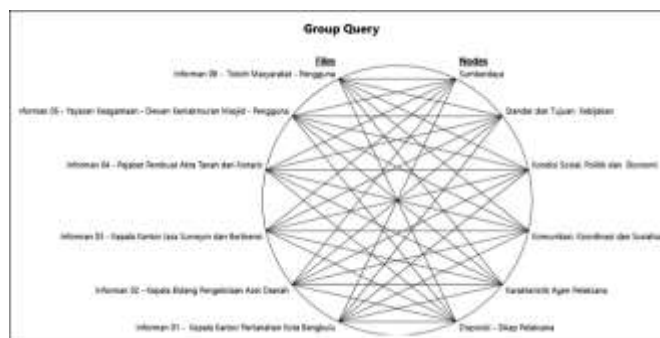
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Figure 1.4 Relevance   Analysis

Each respondent had a different view. The Head of the Land Office or the Head of the Regional Asset Management Division focus more on policy and inter-organizational coordination, while Land Deed Officials and Notaries, Religious Foundations or Community Leaders, focus on services. This pattern shows that the variables of *Resources* and *Coordination and Socialization* have high relevance for stakeholders and are critical factors that influence the success of policy implementation. Meanwhile, the relationship between *Social, Political and Economic Conditions* and *Implementers' Attitudes* shows the influence of the external environment and individual motivation.

DISCUSSION
Policy Standards and Objectives
Hybridization of land services is a strategic step to integrate manual services with electronic systems to create efficient and inclusive public services. The analysis shows that the rules on electronic land information services are understandable. However, there are technical interpretations that require further clarification. The Head of the Bengkulu City Land Office argued that the electronic service procedures do not yet require technical guidance, especially on data that has not been digitized.

Therefore, regulatory improvements are needed to support successful implementation. Hybridization of land services is an innovation that provides significant benefits in improving the quality of public services. The standards and objectives of the hybridization policy show that there are regulations that require further technical interpretation. In addition, there are technical barriers such as the availability and affordability of internet networks and infrastructure limitations. Therefore, the electronic land information service policy requires support and adjustment.

Source:
Resources are a critical element in policy implementation. The hybridization of land services in Bengkulu City faces limitations in two main aspects, namely infrastructure and human resources. The limited technological infrastructure and internet network as well as the lack of skilled personnel in the field of technology are the main obstacles. This is of concern to the Head of the Office of Surveyors and Licensed Services.

Inter-organizational communication and implementation activities
Coordination between central and local government agencies and partners such as notaries and surveyors is key to policy implementation. In practice, as revealed by the Head of the Regional Asset Management Division, socialization at the local level is still less than optimal. In addition, barriers in

harmonizing inter-organizational procedures often slow down the process of integrating land documents into the electronic system. To overcome this, a more structured and intensive communication mechanism is needed, including the development of standardized procedures and an increased role for technology in facilitating coordination.

Characteristics of the implementing agent

Implementing agents, such as land office officials, PPATs, and surveyors, have an important role in ensuring the success of the policy. Findings show that they understand the objectives of this policy, but implementation is often constrained due to the lack of technical guidance and supporting infrastructure. On the other hand, the level of understanding of the community, especially users such as religious foundations and community leaders, is still low. The characteristics of implementing agents who are competent but not supported by adequate technical guidance are one of the weak points in the implementation of this policy.

Social, political and conditions

The social conditions of the community in Bengkulu City provide a fairly diverse picture of acceptance and participation in the hybridization policy of land services. Community compliance is strongly influenced by the level of understanding and technological literacy. Those who are familiar with technology tend to be more compliant and active in using electronic services, while those who have not mastered this system tend to avoid using electronic services. This shows that although the digitization policy aims to facilitate access to land services, there is still a significant gap in terms of technological understanding among the community.

In the economic context, there is a considerable difference in the acceptance of electronic land services between corporations and individuals. Corporate users are quicker to adapt to digital systems because they have greater resources and are accustomed to the use of technology. In contrast, people who live in remote areas or are less educated tend to be more accustomed to manual documents and more conventional processes. This shows that while digitization can improve efficiency, the big challenge is how to ensure that people who do not have equal access to technology can still benefit from this policy. The issue of technological literacy is a major obstacle in the implementation of this policy. Among religious foundation users, they still face difficulties in understanding the digitization process due to the low level of technological literacy. This is also reflected in the fact that most people who find it difficult to follow the procedures of electronic-based land services prefer to postpone the processing of documents rather than try a system that they do not yet understand.

In terms of compliance with the procedures, there is a difference between the target groups who have become accustomed to the use of technology and those who still rely on manual means. Most government agencies and users of government assets show a high level of compliance with this policy, as they are aware of the benefits of digitization. However, people who do not have sufficient access to or understanding of e-services experience difficulties. This has an impact on the slow adoption of digitization policies at the community level, which is one of the obstacles in achieving the policy objectives of hybridizing land services.

On the political side, while the government's commitment to support this policy is strong, its implementation at the local level is often hampered by budget constraints and different regional priorities. Political support from local governments is crucial to ensure adequate budget for training and technology infrastructure development, especially in areas underserved by internet networks.

The social, economic and political conditions in Bengkulu City play an important role in the success or failure of the hybridization of land services. Limited access to technology, low digital literacy, and

differences between those who are more adaptable to technology and those who are less accustomed to electronic systems all suggest that this policy requires more attention in terms of community capacity building and equitable access to digital infrastructure. Local governments need to focus more on wider socialization, intensive training, and equitable access to ensure that this policy is accepted and implemented successfully by all levels of society.

The social conditions of the people in Bengkulu City, especially limitations in technological literacy and access to digital devices, also affect the implementation of this policy. On the economic side, the cost of digitizing land documents or accessing electronic services remains a burden for certain communities. Politically, the government's commitment to support this policy is clear, but its implementation at the local level is often hampered by budget constraints and different regional priorities.

Executor's attitude

Implementers' attitudes towards the hybridization policy are quite positive, especially among land office officials and PPATs who see the potential of digitalization to improve service efficiency and transparency. However, resistance to change is still found in some parties, both implementers and the public, who are not yet familiar with technology. Intensive education and training can help change this resistive attitude to become more adaptive to hybridization policies.

CONCLUSION

Limited human resources skilled in providing electronic land information services and limited internet network infrastructure are the main factors hindering the hybridization process of land administration public policy implementation. The regulation of electronic land information services has not regulated technical matters so that its implementation requires interpretation. Employees and implementing agents such as PPAT, Surveyors need technical guidance so that the policy implementation target is achieved. Government commitment and support for policy implementation is relatively minimal. This condition continues with the lack of socialization and the absence of an appropriate coordination mechanism making the level of public understanding of electronic land information services very minimal. This has an impact on community resistance to implementing the electronic land information service policy.

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