

# THE IMPORTANCE OF STRENGTHENING LAND LAW ENFORCEMENT IN REGULATION OF LAND REGISTRATION

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## Abstract

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Currently, strengthening land law enforcement in regulation of land registrations is very crucial (Chen et al., 2021; Ginting, 2020). This article illustrates the results of a review of qualitative data analysis (ODA) by analyzing primary and secondary data from observations, documentation, and interviews with key informants which include actors such as government, private sector, academia, and society through NVivo 12 Plus tools which includes a discussion regarding the complexity of the regulation in the land registration and the urgency of strengthening land law enforcement in regulation of land registration. According to the findings of this study, the existence of land in forest regions (35.71 percent), land on riverbanks (35.71 percent), and absentee land (28.58 percent) adds to the complexity of implementing land registration in Riau Province. Then, the complexity of strengthening land law enforcement in Riau Province is dominated by the wide dimensions of the regulatory area (40.00 percent), followed by the weak dimension of law enforcement (33.33 percent), and the high frequency of violations (26.67 percent). Our findings illustrate the importance of strengthening land law enforcement in overcoming the complexity of the land registration sector which seeks to encourage the growing awareness of law enforcers regarding the need for systematic improvements in aspects of land law and law enforcement officials.

**Keywords:** Law Enforcement, Land Law, Land Registration

**Authors' individual contribution:** Conceptualization — M.I. and T.H.; Methodology — M.I. and M.R.; Software — M.R.; Validation — M.I. and T.H.; Formal Analysis — M.I. and M.R.; Writing — Original Draft — M.I. and M.R.; Writing — Review & Editing — M.R. and T.H.; Visualization — M.I. and M.R.; Supervision — T.H.; Project Administration — M.R. and T.H.

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## 1. INTRODUCTION

Currently, conflicts and land disputes are difficult to avoid in various countries where the availability of land is very limited and the development of the population continues to increase. Quantitatively this indicates that land conflicts will be difficult to stem, but what is more concerning is the number of land disputes in a nation which are increasingly complex due to the influence of the growing dimension of land (Ginting, 2020; Sihombing, 2019). Land is a very important part of everyone's life. Therefore, every legal entity and community group that has land rights have rights and obligations regulated by law and is required to maintain the existence of their land rights (Chumaidi et al., 2023). Before the Basic Agrarian Law (*UUPA*), the politics of land law were extremely evident in the state's right to control, which was regarded as ownership. However, following the passage of the Basic Agrarian Law, it was explicitly stated that the state's right to control does not imply ownership, but rather gives the state the authority to regulate, determine, and regulate legal relations between individuals and legal actions involving (Hardiyanto, 2021; Nurdin & Tegnan, 2019). Land and natural resource governance in Indonesia have fundamental problems with land ownership and access to natural resources, giving rise to various complaints and conflicts related to land and natural resource tenure. Unclear land boundaries which often result in overlapping claims, inadequate legal protection of property rights and claims by local communities, and the increasing number of complaints over unresolved land disputes are the main causes of this problem (Budiman, 2020; Fhonna et al., 2021). All the complexity of these problems arises due to a lack of coordination in creating a sustainable land administration and management system and several persistent obstacles in agrarian law policies (Hidayanti et al., 2021; Chumaidi et al., 2023; Widowaty et al., 2021).

Historically, the Indonesian government has implemented an agrarian reform program as mandated by Law No. 5 of 1960 concerning Basic Agrarian Law (*UUPA*). Then, since 2010, the Government of the Republic of Indonesia has adopted the "One Map" policy which aims to provide integrated geospatial data regarding land use and natural resources for policy making processes at the national and regional levels. In resolving the problem of overlapping land use and land access structures in Indonesia, a land administration system that is integrated and can be easily accessed in making national development policies and land use by the community is needed (Budiman, 2020; Mootalu et al., 2020).

To realize complete land administration and updating of data, the land administration system in Indonesia is faced with several complex obstacles, such as the uneven distribution of land ownership and control, the existence of land tenure without valid permits, and many border disputes. In addition, because the land registration system in the past was not coordinated and integrated, Indonesia's land administration system has resulted in things such as registered land parcels not being mapped on registration maps. Then, the complete systematic land registration (*PTSL*) program for land registration in villages and digitization of land administration documents have long been desired

components of the Indonesian land administration service system, but currently, the output of the system is not known with certainty (Fhonna et al., 2021; Kencana & Priandhini, 2022).

In the process, in the context of implementing complete systematic land registration in Riau Province, four locations have been determined as implementation locations in Riau Province in 2022 which include Kampar, Siak, Indragiri Hilir, and Indragiri Hulu Regencies. In its implementation, various complex issues need to be addressed by relevant stakeholders. The various complexities referred to include the factor of land inheritance as a gift that is respected (sacred) and is considered not to be transferred property rights, the factor of the affordability of the location of land that is far away and the process tends to cause an economic burden on the community, the factor of community disobedience to the law and the lack of knowledge about regulations related to the prohibition of ownership absentee land and the perception factor of the small land area is considered not too important for registration. Thus, to see the various complexities of law enforcement certainty in the implementation of land registration in Riau Province, this research is very important to identify potential negative impacts that arise in the implementation of land registration and efforts that must be made in the context of land law enforcement to reduce the risks that arise in the implementation of land registration in the public sector. Therefore, this study aims to explain the importance of strengthening land law enforcement in overcoming the complexity of the land registration sector in Riau Province.

*RQ1: How is the complexity in regulation of land registration?*

*RQ2: What is the urgency of strengthening land law enforcement in regulation of land registration?*

To answer these research questions, the results of observations and interviews with key informants which include actors such as the government, private sector, academics, and the society will be systematically reviewed. Then added and strengthened with related secondary databases which were examined and processed using the NVivo 12 Plus software. To visualize the results of a study regarding the importance of strengthening land law enforcement in regulation of land registration, this article describes the results of a qualitative study by conducting data analysis using the Nvivo 12 Plus tool which includes a discussion regarding the complexity of regulation of land registration and the urgency of strengthening land law enforcement in regulation of land registration. This is the first qualitative data analysis (QDA) review that discusses the deeper context of aspects of strengthening land law enforcement in regulation of land registration that seeks to provide a legal framework for the future evolution of land law policy research.

The rest of this article is structured as follows: Section 2 reviews the conceptual background of the research by introducing the literature that underlies the description of the complexities of land law enforcement and law enforcement in the land registration process. Section 3 outlines the research methodology, and Section 4 presents the results and answers the research questions. Meanwhile, Section 5 concludes the research findings, contributions, and relevance.

## 2. LITERATURE REVIEW

### 2.1. Complexity of land law enforcement

Fundamentally, the existence of agrarian disputes cannot be understood solely as agricultural disputes or land disputes but also related to the development of the economic system, political system, and legal system (Ginting, 2020; Marta et al., 2019). Efforts to apply laws and regulations consistently and continuously are an effort to enforce the law (Chen et al., 2021; Mootalu et al., 2020). In the law enforcement process, there are several interrelated aspects, including legal substance, the professionalism of law enforcement officials, legal facilities and infrastructure, and the legal culture of society (Ardiansyah et al., 2022; Pratama, 2022; Santiago, 2017).

These three conditions must be met for law enforcement to function properly (Santiago, 2017; Supandi, 2018). The law will be stronger if it is supported by the value system prevailing in society, there is legal awareness among law enforcers who act objectively and have support from the government, pressure organizations, and political parties (Ginting, 2020; Pratama, 2022). According to Chen et al. (2021), there are several dimensions of complexity in law enforcement in the land sector. First, the size of the regulatory domain area is related to certain circumstances that the larger the regulatory area, the greater the difficulty of law enforcement. Second, the high frequency of violations is associated with the greater difficulty of law enforcement. Third, weak law enforcement is related to the increasing frequency of land conflicts in a country which has the potential to occur significantly. Today, the rise of the land mafia phenomenon has contributed to the problems that generate conflicts in the land sector through various self-serving ways. They can do so because they collaborate and network with central government officials, local government officials, land agencies, commercial companies, and private elements (Ginting, 2020). This certainly adds to the difficulty of enforcing laws and regulations in the land sector, because their implementation cannot be carried out separately, but requires the integrated and complete participation of all relevant organizations and academics (Chen et al., 2021; Ginting, 2020; Widowaty et al., 2021).

Any land rights policy to protect people from dispossession in Indonesia is predicated on problems with indigenous people, which makes an alternate strategy necessary (Bedner & Arizona, 2019). Additionally, research by Nascimento et al., (2020) emphasized the significance of upholding land conservation legislation to control how agricultural market incentives affect changes in land function and cover. Therefore, in the face of the rampant situation of illegal land use, the government must continue to improve the effectiveness of land law enforcement through comprehensive supervision, optimizing the allocation of law enforcement resources, formulating various regional law enforcement regulations to reduce difficulties in enforcing land law, and continuously innovate in technical means of enforcing land law (Chen et al., 2021; Kirilenko, 2021; Myers et al., 2020; Subekti et al., 2022; Widowaty et al., 2021).

### 2.2. The importance of land registration

*Land registration* is a series of activities carried out by the government on an ongoing and regular basis, including the collection, processing, bookkeeping, presentation, and maintenance of physical data and juridical data, in the form of maps and lists of land parcels and apartment units, as well as the issuance of certificates of ownership rights over land parcels and certain rights that burden them (Mootalu et al., 2020; Muzakkir et al., 2021). Then PTSL program is a land registration activity that is first carried out simultaneously for all land registration objects throughout the territory of the Unitary State of the Republic of Indonesia in one village area which includes physical data collection and juridical data relating to one or more land registration objects for registration purposes (Budiman, 2020; Medaline et al., 2020).

One of the reasons PTSL program operates is to expedite land registration procedures on Indonesian soil. The PTSL program demands significant contributions from all stakeholders, including the land office, village officials, and society as a whole (Kencana & Priandhini, 2022). To improve the quality of land registration data, PTSL program objects cover all land parcels without exception, both land parcels with and without land rights (Fhonna et al., 2021). In terms of subject matter, several factors are causing the community's disinterest in participating in land registration, namely administrative and economic burden factors, land fragmentation factors, and the influence of land values (Phan et al., 2022; Sui et al., 2022). Then, on the object aspect of the problem the community cannot participate in land registration including the existence of land in forest areas and the existence of absentee land (Ardani, 2020; Risandy, 2021; Wajdi & Ramadhani, 2022).

In the process of PTSL program activities in Indonesia, there are still many land owners whose owners are outside the administrative area where the land is located or better known as absentee land (Chumaidi et al., 2023). In the process, this then becomes a very complex problem in completing the required juridical data on land. As a result, existing land parcels cannot be registered, causing significant difficulties for the National Land Agency (BPN) in achieving the target land parcel maps at predetermined locations (Maulana et al., 2022; Medaline et al., 2020). Land that is included in the absentee category has the potential to not be cultivated properly if the management is not carried out by people who are located around the land object. The potential to become abandoned land is quite large, and if the land has not been registered and has not been certified, it can cause problems when the implementation of mass land registration targets where the land is located (Amiludin & Ahmad, 2022; Kibiantiningsih & Purnawan, 2021).

Historically, absentee land ownership (ownership of land by people outside the sub-district) has been prohibited by the government for quite a long time since 1960 until now which is regulated in Article 10, paragraph 1, of Law No. 5 of 1960 concerning Basic Agrarian Law and Article 3, paragraph 5 and 6, of Government Regulation No. 41 of 1964 concerning Amendments and Supplements to Government Regulation No. 224 of 1960 concerning Implementation of Land Distribution and

Provision of Compensation. Thus, the law enforcement factor is an important dimension that needs to be considered by each stakeholder so that the absentee land complex that occurs can be resolved immediately (Kibiantiningsih & Purnawan, 2021). This is because the prohibition of absentee land ownership is one of the steps of land reform. After all, absentee land ownership is contrary to the ideals and spirit of land reform which is the core principle of every national agrarian law (Chumaidi et al., 2023; Kibiantiningsih & Purnawan, 2021).

### 3. METHODOLOGY

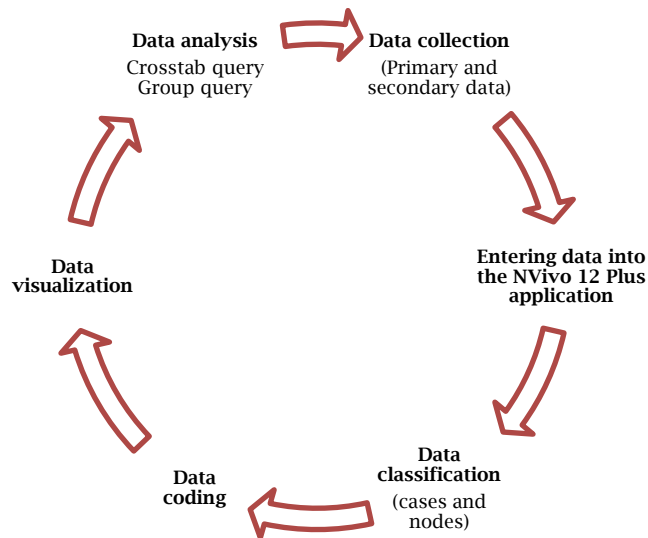
This study aims to analyze the importance of strengthening land law enforcement in regulation of land registration in Riau Province, Indonesia. Thus, an alternative method that is suitable for systematically investigating case studies that occur, this research uses a qualitative research methodology (Busetto et al., 2020; Subekti et al., 2022). Then the data in this study are primary and secondary data, where the results of observations and interviews with key informants (government, private, academics, and society) are the primary data used, while secondary data is obtained from various

sources such as books, government websites, conferences, and appropriate research journals.

This study will focus on gathering information on the complexity of law enforcement certainty in the implementation of land registration in four locations in Riau Province in 2022, namely Kampar, Siak, Indragiri Hilir, and Indragiri Hulu Regencies through a combination of observation, documentation, and in-depth interview techniques. The interviews were aimed at informants who understand land issues in Riau, such as the bureaucratic apparatus (National Land Agency), community leaders, marginalized groups, and owners of potentially problematic land objects. The results of the interviews with these informants were then analyzed using interpretive analysis and assisted by the NVivo 12 Plus software to produce comprehensive findings.

Furthermore, the data analysis technique of this research uses the NVivo 12 Plus software through the crosstab query and group query analysis features to explain the variables that affect the research object, explain informants' perceptions of concepts and visualize data with crucial combinations (O'Neill et al., 2018; Woolf & Silver, 2017). The following is a schematic of the research data analysis process as shown in Figure 1.

Figure 1. Research data analysis process



Source: Authors' elaboration.

In the process, the analysis of the research data was carried out in two stages, namely: first, analyzing the data with the analysis features of crosstab queries and group queries to determine the percentage of concepts (nodes) and perceptions of informants based on variables and data visualization in the context of the research to be answered. Second, conclude and interpret the primary and secondary data that has been analyzed. To analyze the first and second research questions regarding the complexity of problems in implementing land registration and the complexity of strengthening law enforcement in the land sector, the authors coded interview data from key actors through the NVivo 12 Plus tool to provide evidence

regarding the complexity of the land registration process through the crosstab query analysis feature and the complexity of strengthening land law enforcement in Riau Province through group query and crosstab query analysis features. Then after knowing the crucial questions from the focus of this research, the authors designed a solution to the problem in the form of a table of solutions for strengthening land law in the field of land registration compiled from various primary and secondary data sources to emphasize the importance of strengthening the law in the land sector which needs to be adopted by stakeholders in Riau Province.

#### 4. RESULTS AND DISCUSSION

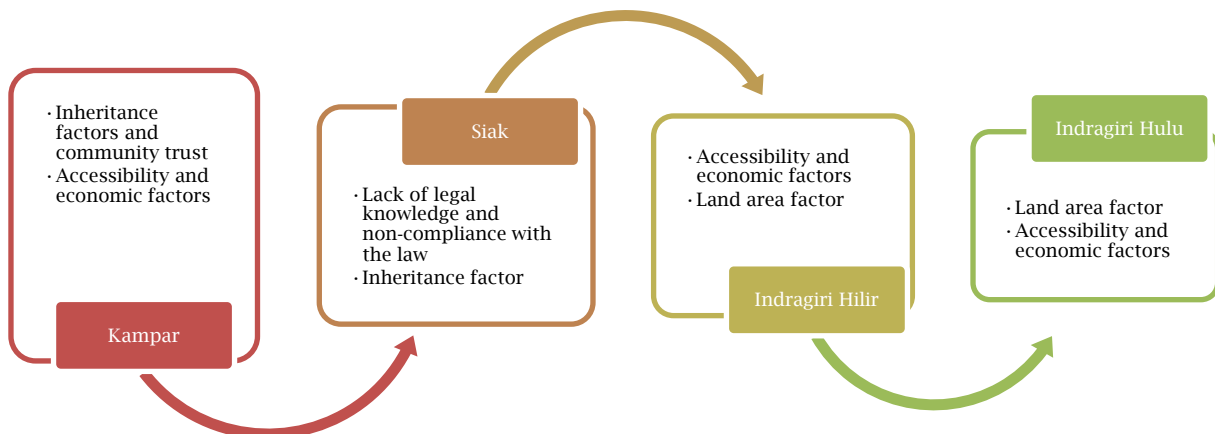
##### 4.1. The complexity of implementing land registration in Riau Province

Complete systematic land registration is a national program organized by the Central Government and implemented by the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency simultaneously throughout Indonesia. With the complete systematic registration carried out, it is hoped that it can help overcome the many land problems that exist in Indonesia. Land registration throughout the territory of the Republic of Indonesia is mandated in Article 19 of the Basic Agrarian Law, where implementation is regulated by Government Regulation No. 24 of 1997 which aims to guarantee legal certainty by the government to the community (Mootalu et al., 2020; Kencana & Priandhini, 2022). In the process of PTSL program activities, there are still many land owners whose owners are outside the administrative area where the land is located or better known as absentee land (Chumaidi et al.,

2023), as well as land locations that are in forest areas and borders river (Aditya et al., 2021).

In the process, this then becomes a very complex problem in completing the required juridical data on land. As a result, existing land parcels cannot be registered, causing significant difficulties for the National Land Agency in achieving the target land parcel maps at predetermined locations (Maulana et al., 2022; Medaline et al., 2020). According to research by Aditya et al. (2021), it is explained that the completion of land registration in Indonesia before 2025 will not be possible without policy and technical reforms that use collaborative mapping methods to guarantee quality assurance in the implementation of land registration. This is also the case in the implementation process of PTSL program in Riau Province which determines four Regencies as implementation locations in 2022 which include Kampar, Siak, Indragiri Hilir, and Indragiri Hulu Regencies with the complexity shown in Figure 2 below:

Figure 2. Problems of land registration in Riau Province

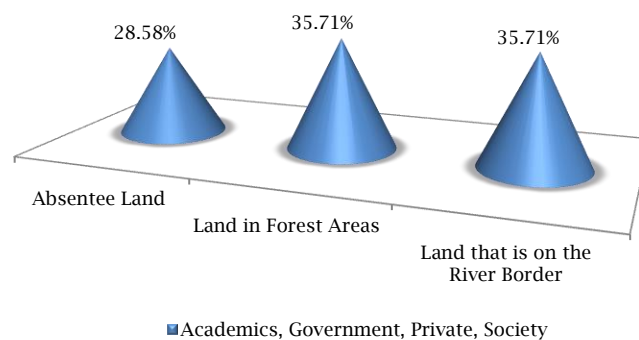


Source: Authors' elaboration.

In Figure 2 it can be seen that the complexity of land registration in four districts (Kampar, Siak, Indragiri Hilir, and Indragiri Hulu) in Riau Province includes the factor of land inheritance as a gift that is respected (sacred) and is considered not to be transferred property rights, the factor of accessibility of the location of land that is far and the process tends to create a burden on the community's economy, the factors of community disobedience to the law and lack of knowledge about

regulations related to the prohibition of absentee land ownership, and the perception factor of small land area are considered not too important for registration. In addition, the implementation of complete systematic land registration in Riau Province also has various other complexities as shown in the results of interviews with each actor who have been analyzed through the crosstab query feature in Figure 3.

Figure 3. Complexity in the implementation of land registration in Riau Province



Source: Crosstab query analysis using Nvivo 12 Plus software.

Figure 3 shows that in the implementation of land registration in Riau Province, there are various complexities of problems which include the existence of land in forest areas (35.71%), land on river banks (35.71%), and the existence of absentee land (28.58 %). Based on the perceptions of informants (academicians, government, private and community) in Riau Province explained that in essence the existence of land in forest areas has resulted in communities not being able to participate in the land registration program and there is a need for synchronization and coordination between the Forestry Law and the Land Law so that there is no overlap of authority which can lead to legal uncertainty related to land in forest areas. In the process, the President of Indonesia has issued Presidential Regulation (Perpres) No. 88 of 2017 concerning the Settlement of Land Tenure in Forest Areas (*PPTKH*) to accelerate agrarian reform through the legalization of agrarian objects in forest areas. With this Perpres, the government will immediately finalize and provide legal protection for the rights of communities who control or utilize land parcels in forest areas. Communities who control land in forest areas will be granted ownership rights (land can be registered) if it meets criteria such as the land has been properly utilized, land parcels are not the object of lawsuits and disputes, and there is recognition by adat or the village head with credible witnesses. However, in practice, the informants felt that although some communities had met the criteria set out so that land in forest areas could be registered immediately; in fact, the government had not carried out its duties optimally in providing legal certainty over land rights in forest areas owned by the community.

Then, the location of community land on the river bank is also still a complexity in the implementation of land registration in Riau Province because based on the Regulation of the Minister of Public Works and Public Housing No. 28/Prt/M/2015 concerning Determination of River Border Lines and Lake Border Lines it is explained that a location land that is in the border area cannot be certified. The prohibition of ownership of land on the riverbanks by individuals has the aim of being a form of state protection for the preservation of rivers so that their use is solely for the prosperity of the Indonesian people. Thus, complexity occurs because if someone wants to apply for a land title certificate, then the land in question must be located outside the river basin. On the other hand, there are still some people who do not know for certain about the prohibition of owning land along the river.

Furthermore, the existence of absentee land was believed by informants to be an obstacle in the implementation of land registration when landowners who were outside the land location tended to be uncooperative (difficult to contact and find) when it was necessary to collect data on land parcels. However, the community is not too

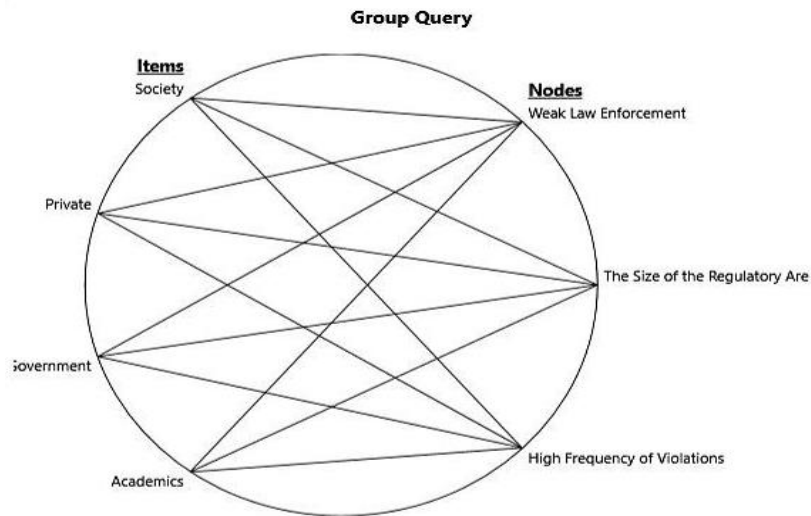
concerned about the existence of absentee land because they do not know the legal basis and the possible sanctions that will be received. This is based on absentee land in Riau Province, currently, it is rare to find agricultural land that becomes abandoned or completely neglected land, even though the land owner does not live in the area. During the process, a lot of community-owned lands have been processed into oil palm plantations which are believed to have the potential to support the community's economy. This is then not a problem for the land owner and the surrounding community because the main thing is that the land is cared for and not left alone (abandoned). In essence, the prohibition of absentee land ownership has been contained in Article 10, paragraph 1 of Law No. 5 of 1960 concerning Basic Agrarian Law which confirms that *"Every person and legal entity entitled to agricultural land is in principle obliged to carry out or exploit it actively by preventing means of extortion"*. Furthermore, Article 3a of Government Regulation No. 41 of 1964 concerning Amendments and Supplements to Government Regulation No. 224 of 1960 concerning Implementation of Land Distribution and Providing Compensation also stipulates that *"The owner of agricultural land who moves to a place outside the sub-district where the land is located for two consecutive years and he/she does not report to the authorized official, then he/she is obliged to transfer his/her ownership rights to another person"*. Thus, the factor of law enforcement becomes an important dimension that needs to be considered by the government so that the complications that occur in the implementation of land registration can be resolved immediately, bearing in mind the regulations governing the ban on absentee land ownership have not run optimally in Riau Province.

#### **4.2. The urgency of land law enforcement in resolving complexities in the land registration sector in Riau Province**

Issuance of certificates of land rights is a representation of one of the main objectives of the Basic Agrarian Law, namely to provide legal certainty to all Indonesian people regarding their land rights as stipulated in the Law of the Republic of Indonesia No. 5 of 1960 concerning Basic Agrarian Law. Certainty in the application of law enforcement to community problems in registering property rights to land is very important and crucial so that the objectives of the Basic Agrarian Law can be achieved by the government and on the other hand, existing community problems can be comprehensively resolved (Aditya et al., 2021; Inggriani & Santiago, 2020; Wajdi & Ramadhani, 2022). In the context of enforcing land law in Riau Province, several complexities still occur as shown in Figure 4 below:



Figure 4. Complexity of land law enforcement in Riau Province

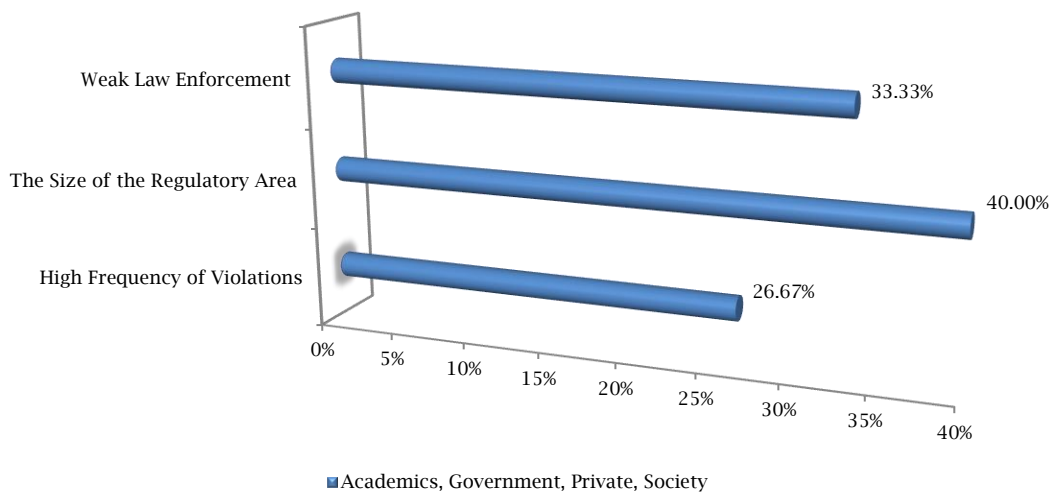


Source: NVivo 12 Plus group query analysis.

Figure 4 above is a group query analysis that maps respondents' perceptions which are visualized on each connected line and node. Then, each dimension of the complexity of land law enforcement has an arrow area indicating recommendations from each actor, where each respondent (government, academics, private sector, and the community) believes that there are three

dimensions of the complexity of land law enforcement in Riau Province which consist of the large regulatory domain area, high frequency of violations, and weak law enforcement. Furthermore, the results of the analysis through the crosstab query feature further explain the perceptions of actors in each dimension of complexity as shown in Figure 5 below:

Figure 5. Perception of actors in the complexity of certainty of land law enforcement



Source: Crosstab query analysis using Nvivo 12 Plus software.

Figure 5 above shows that the complexity of the certainty of land law enforcement in Riau Province is dominated by the dimensions of the large domain area of regulation (40.00%), followed by the dimensions of weak law enforcement (33.33%), and the high frequency of violations (26.67%). If explored in more detail, the actor's perception of the size dimension of the regulatory area is due to the dualism of land administration between the National Land Agency and the Environment and Forestry Service which is considered so complex. The land problems that are happening today are considered to be due to the unsynchronized regulations of the Basic Agrarian

Law and sectoral laws (forestry, mining, oil and gas, and plantations) which are still problematic. Each actor considers that currently there are businesses in the forestry and environmental sectors that are not carried out based on land rights, causing problems with the community as land owners, especially indigenous peoples, because they do not take care of the acquisition of their land. In addition, there are still arrangements for control and ownership of land that are not aligned with the use and utilization of space and the environment. Then, the dimension of weak law enforcement certainty is caused by the government's lack of transparency in the information needed by the community in

the land registration process and the government's not yet optimal implementation of its duties to provide legal certainty to land rights that people live in and use.

In the process, the complexity of land registration problems in Riau Province which includes the existence of land in a forest area, the location of the land on the riverbank, and the existence of absentee land is not accompanied by certainty of law enforcement in its implementation, while on the other hand, there are still some people who do not know with certainty against the prohibition of ownership of land on the banks of rivers, land in forest areas and the prohibition of absentee land ownership.

Furthermore, the dimension of the high frequency of violations in the land sector is caused by the perception of informants who feel that the high frequency of violations in the land sector is always related to the complexity of law enforcement by the government. In this case, officials in land sector agencies are still perceived as using their authority for personal gain. Therefore, the various complexities that occur in the implementation of land registration and the complexity of enforcing land law in Riau Province are crucial for comprehensive improvement. The following is a design for solving problems in the implementation of land registration in Riau Province (Table 1):

**Table 1.** Design of problem-solving solutions in strengthening law in the land registration sector in Riau Province, Indonesia

No.	Policy alternative	Legal concept design
1	Improving the effectiveness of land law enforcement certainty	Based on the availability of land policy documents, the certainty of law enforcement will be able to speed up the land registration process. Therefore, increasing the certainty of land law enforcement must be realized and improved immediately by fixing all the complexities of problems that occur based on collaborative mapping with stakeholders in each sector (land, forestry, mining, oil and gas, and plantation) to ensure quality assurance in the implementation of land registration.
2	Adjustment and synchronization of land and forestry laws	In dealing with the complexities of land located in forest areas, synchronization and coordination are needed between the Forestry Law and the Land Law so that there is no overlap of authority which can lead to legal uncertainty regarding land in forest areas and to provide legal certainty to communities who have met the criteria set out in the provisions laws and regulations so that land in forest areas can be registered immediately.
3	Increase socialization of prohibition of land ownership on river borders	In overcoming the complexities of land located along river banks, the government needs to strengthen socialization with the public regarding the provisions in force in the constitution which prohibit the registration of ownership rights to land located on river banks and provide a logical alternative in the implementation of land registration in the future.
4	Making adjustments to the regulations regarding the prohibition of absentee land ownership	Given advances in technology and information that are increasingly adaptive to patterns of management of agricultural land and plantations, the government must consider and readjust the distance between the land owner's residence and the location of the land in regulations that prohibit absentee land ownership to overcome the complexity of the problem of the existence of absentee land that occurs in the public sector. Recommendations for provisions on sanctions for violations of restrictions on absentee land ownership must be more adapted to development progress in the current contemporary era and law enforcement must be implemented more strictly.

Source: Authors' elaboration.

Table 1 illustrates that the certainty of law enforcement in land registration is very crucial to overcome all the complexities that occur in land registration in Riau Province. Alternative policies can be carried out by increasing the effectiveness of land law enforcement certainty, making adjustments and synchronizing land and forestry laws, increasing socialization on the prohibition of land ownership on river banks, and making regulatory adjustments on aspects of the prohibition of absentee land ownership.

The imbalance between land supply and the need for land will automatically occur, causing land problems. Not uncommon, above-ground property owned or controlled still raises disputes, both between owners and even those who are not owners but want the land, and with other parties who feel that the land once belonged to them or even to the government. Disputes can arise as a result of unclear land ownership status, illegal land tenure, etc.

Land registration aims to guarantee the legal certainty of land rights. Confirmation of this can be seen in Article 19, paragraph 1, Basic Agrarian Law in conjunction with Article 3, letter a, Government Regulation No. 24 of 1997, which in essence states that the purpose of land registration is to provide

legal certainty and legal protection to holders of rights over a plot of land. In order to achieve the goal of land registration mentioned above, the end of the land registration process produces a certificate of land rights as a product of land registration, as emphasized in Article 19, paragraph 2, letter c Basic Agrarian Law in conjunction with Article 4, paragraph 1, Government Regulation No. 24 of 1997.

Land registration is a series of activities carried out by the government continuously and regularly in the form of collecting certain information or data regarding certain lands in certain areas, managing, storing, and presenting them for the benefit of the people, in order to provide guarantees of legal certainty in the land sector, including the issuance of proof of ownership. The procedure for registering land ownership rights for the first time involves registering a plot of land that was not originally registered according to the provisions of the relevant land registration regulations. Registration uses as the object basis land parcels called parcels, which are parts of the earth's surface that are limited and have two dimensions with an area measurement generally expressed in square meters.

One way of carrying out systematic land registration is by carrying out a complete systematic



land registration (PTSL) program. Legalization of community assets through PTSL program is based on PTSL program activity targets, which are set every fiscal year in accordance with the total budget allocation received by the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency. In the planning framework for the determination of the subject and object of the community asset legalization program through PTSL program and in order to meet the completion target on time and on target, the head of the city land office in Riau Province makes systematic plans by conducting a pre-inventory of potential locations and potential participants. The head of the land office determines the location of PTSL program activities in his/her working area. The location determination can be carried out in one village area or gradually, part by part, in one stretch. The determination of the location is carried out with provisions based on the availability of a special PTSL program budget that has been allocated in the State Financial Budget (APBN)/Regional Financial Budget (APBD) and prioritized based on location. Villages that have National Agrarian Program (PRONA)/Agrarian Regional Program (PRODA) activities, village funds, cross-sectoral, non-governmental organizations, corporate social responsibility, and/or other mass land registration programs, or based on the availability of legal funds in accordance with statutory provisions for one PTSL program village; taking into account the availability of work maps, availability, and optimal capability of implementing PTSL program at each land office. In the event that the location determined consists of several villages, efforts are made to ensure that the villages that are PTSL program objects are located close together.

## 5. CONCLUSION

The purpose of this article is to explain the importance of strengthening land law enforcement in overcoming the complexity of the land registration sector in Riau Province based on the results of observations and interviews with key informants which include actors such as

the government, private sector, academics, and the society and strengthened by related secondary databases researched and processed using NVivo 12 Plus software.

The existence of problems related to land ownership in forest areas (35.71%), riverside land (35.71%), and absentee land (28.58%) by communities targeted in the PTSL program has added to the complexity of land registration arrangements in the Riau Province. Then, the complexity of the certainty of land law enforcement in Riau Province is dominated by the wide dimensions of the regulatory area (40.00%), followed by the weak dimension of law enforcement (33.33%), and the high frequency of violations (26.67%).

Therefore, the various complexities that occur in the implementation of land registration and the complexity of enforcing land law in Riau Province are crucial for overall improvement, where alternative policies can be carried out by increasing the effectiveness of land law enforcement certainty, making adjustments, and synchronizing land laws and forestry, increasing socialization of the prohibition of land ownership along riverbanks and making adjustments to regulations on the aspect of prohibiting absentee land ownership.

The results of this analysis confirm that it is important for this article to continue to be reviewed sustainably for future research so that it can provide benefits for each stakeholder in reformulating legal policies in the land sector. This study encourages the growing awareness of law enforcers that land law policies require systematic improvement in regulatory aspects and law enforcement officials. Nonetheless, this study still has limitations because it only analyzes the complexity of land registration in four regencies in Riau Province which are designated as locations for implementing land registration in 2022. Therefore, we recommend that further research be carried out in the field of land law which is specifically related to studies in the land registration sector that are more complete to strengthen the concept of land law enforcement in Indonesia.

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