

Research Article

Implementation of Law Number 2 of 2012 Concerning Land Acquisition For Public Interests in The City Of Palopo

Jamal Qadar. J^{1*}, Syamsiar², and Ridwan Pakambanan³

¹ Universitas Puangrimaggalatung Indonesia; e-mail : jamalqadar8@gmail.com

² Universitas Puangrimaggalatung Indonesia; e-mail : sy.syamsiarsulaiman69@gmail.com

³ Universitas Puangrimaggalatung Indonesia; e-mail : ridwanpakambanan80@gmail.com

* Corresponding Author : jamalqadar8@gmail.com

Abstract: This study to analyze the implementation of Law Number 2 of 2012 concerning Land Acquisition for Public Interest in Palopo City and to identify the supporting and inhibiting factors affecting its implementation. The study was motivated by several challenges in land acquisition practices, including inconsistencies in land administration data, limited human resources, low public understanding of land acquisition procedures, and objections regarding compensation mechanisms. This research employed a qualitative descriptive approach. Data were collected through in-depth interviews, observation, and documentation studies. The informants consisted of the Head of the Palopo City Land Office, the Head of Land Services Division, the Land Acquisition Implementation Team, representatives of the National Land Agency (BPN), and community members affected by land acquisition. Data were analyzed using the interactive model of Miles, Huberman, and Saldaña, which includes data condensation, data display, and conclusion drawing. The analysis was guided by George C. Edwards III's policy implementation theory, consisting of communication, resources, disposition, and bureaucratic structure. The findings indicate that the implementation of Law Number 2 of 2012 in Palopo City has generally been carried out effectively. In terms of communication, socialization and public consultations have been conducted, although public understanding of compensation mechanisms still requires improvement. Regarding resources, the availability of personnel, facilities, and land administration data has supported policy implementation, despite limitations in staffing and land administration issues. In terms of disposition, government officials demonstrated commitment, professionalism, and transparency in service delivery. Regarding bureaucratic structure, land acquisition activities have been implemented according to established procedures and supported by inter-agency coordination. Supporting factors include a clear legal framework, inter-agency coordination, local government support, information transparency, and the commitment of implementing officials. Meanwhile, inhibiting factors include limited human resources, inadequate land administration records, inconsistencies in land data, low public understanding, and lengthy administrative procedures.

Keywords: Policy Implementation, Land Acquisition, Public Interest, Edwards III, Palopo City.

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1. Introduction

Land acquisition for public infrastructure development remains a critical policy issue in many developing countries. The increasing demand for transportation networks, public facilities, healthcare infrastructure, educational institutions, and other public services requires the availability of land as a fundamental resource for development. However, land is not merely an economic asset; it also possesses social, cultural, legal, and historical values that are deeply embedded within communities. Consequently, land acquisition processes frequently generate tensions between the objectives of public development and the protection of individual property rights (Harsono, 2021; Sutedi, 2023). The challenge of balancing public interests and private rights has become increasingly complex in the context of rapid urbanization and regional development. Governments often encounter various obstacles during land acquisition processes, including disputes over land ownership, incomplete land administration records, disagreements regarding compensation mechanisms, and resistance from affected communities. These challenges can delay infrastructure projects, increase administrative costs, and reduce public trust in government institutions (Suntoro, 2022; Larasati & Sujadi, 2022). Therefore, effective land acquisition policies are essential not only for accelerating development but also for ensuring social justice, legal certainty, and public acceptance.

In Indonesia, land acquisition for public purposes is regulated through Law Number 2 of 2012 concerning Land Acquisition for Development in the Public Interest. This legislation provides a comprehensive legal framework governing the planning, preparation, implementation, and transfer stages of land acquisition. The law emphasizes principles of humanity, justice, transparency, participation, legal certainty, and public welfare, aiming to create a balance between development objectives and the protection of citizens' rights. Despite the existence of a clear legal framework, the effectiveness of land acquisition largely depends on how the policy is implemented at the local level. Policy implementation scholars have long argued that successful policy outcomes are determined not only by policy design but also by implementation capacity. Among the most influential implementation frameworks is the model developed by George C. Edwards III (1980), which identifies four key determinants of policy implementation: communication, resources, disposition, and bureaucratic structure. Communication ensures that policy objectives and procedures are clearly understood by implementers and stakeholders. Resources refer to the availability of personnel, funding, information, authority, and supporting facilities necessary for implementation. Disposition concerns the commitment, attitudes, and responsiveness of policy implementers, while bureaucratic structure relates to organizational arrangements, coordination mechanisms, and standard operating procedures. These factors collectively determine whether public policies achieve their intended objectives (Edwards III, 1980; Akib, 2020).

Previous studies have highlighted persistent challenges in land acquisition implementation. Research by Butar-Butar et al. (2022) identified legal and social conflicts arising during land acquisition processes. Riduan and Winanti (2023) found that compensation mechanisms frequently generate public dissatisfaction, while Suntoro (2022) emphasized that determining fair compensation remains one of the most contentious issues in land acquisition. Similarly, Larasati and Sujadi (2022) reported that conflicts often emerge due to differences in perceptions regarding land valuation and ownership rights. Although these studies provide valuable insights, they predominantly focus on legal aspects, conflict resolution, compensation disputes, and community perspectives. Limited attention has been given to examining land acquisition through the lens of public policy implementation, particularly using Edwards III's framework at the local government level. This gap is particularly evident in the context of Palopo City, South Sulawesi, which has experienced continuous development and increasing demand for public infrastructure. Land acquisition activities in Palopo involve multiple stakeholders, including local government agencies, the National Land Agency, and affected communities. Preliminary observations indicate several implementation challenges, including uncertified land ownership, unclear inheritance claims, inconsistencies between administrative records and actual land conditions, limited human resources, lengthy verification procedures, and insufficient public understanding of land acquisition

mechanisms. Furthermore, coordination among implementing agencies has not always been optimal, particularly regarding land administration synchronization, boundary verification, and legal status confirmation. These conditions suggest that the implementation of land acquisition policy remains a significant governance challenge that warrants further investigation.

Given these circumstances, a comprehensive analysis of policy implementation is necessary to understand how land acquisition regulations are translated into practice and to identify factors influencing implementation effectiveness. This study contributes to the literature by applying Edwards III's policy implementation framework to examine the implementation of Law Number 2 of 2012 concerning Land Acquisition for Public Interest in Palopo City. Unlike previous studies that primarily emphasize legal disputes and compensation issues, this research focuses on the broader implementation dimensions of communication, resources, disposition, and bureaucratic structure. Accordingly, this study seeks to answer two research questions: (1) How is Law Number 2 of 2012 concerning Land Acquisition for Public Interest implemented in Palopo City? and (2) What factors support and hinder its implementation? By addressing these questions, the study is expected to contribute to the development of public administration and policy implementation literature while providing practical recommendations for improving transparency, accountability, participation, and effectiveness in land acquisition governance.

2. Literature Review

Public Administration and Public Policy Implementation

Public administration is concerned with the management of public affairs, the implementation of government policies, and the delivery of services aimed at achieving public welfare. Contemporary public administration has evolved from a traditional bureaucratic orientation toward a governance-based approach that emphasizes citizen participation, transparency, accountability, and responsiveness (Denhardt & Denhardt, 2021). Within the New Public Service perspective, public institutions are expected to serve citizens rather than merely control administrative processes, thereby fostering democratic governance and public trust. The principles of good governance have further strengthened the role of public administration in policy implementation. International organizations such as the United Nations Development Programme (UNDP) and the Organisation for Economic Co-operation and Development (OECD) emphasize transparency, accountability, participation, effectiveness, and rule of law as essential elements of public governance (OECD, 2020; UNDP, 2022). These principles are particularly relevant in land acquisition policies, where government actions directly affect citizens' property rights and socioeconomic conditions.

Policy implementation occupies a central position within the policy process because it determines whether policy objectives can be translated into practical outcomes. According to Van Meter and Van Horn (1975), policy implementation refers to actions undertaken by public and private actors directed toward achieving policy objectives. Similarly, Mazmanian and Sabatier (1983) argue that implementation involves carrying out policy decisions through administrative, legal, and organizational mechanisms. More recent perspectives emphasize that implementation is a dynamic process involving interactions among institutions, stakeholders, and contextual factors that shape policy outcomes (Hill & Hupe, 2022; Howlett et al., 2020). Although policy formulation often receives substantial attention, implementation remains the stage at which many public policies encounter significant challenges. Effective implementation requires not only clear policy objectives but also adequate organizational capacity, stakeholder support, and institutional coordination. Consequently, understanding implementation processes is essential for evaluating policy effectiveness and improving governance performance.

Edwards III's Policy Implementation Model

Among the various frameworks developed to explain policy implementation, the model proposed by George C. Edwards III (1980) remains one of the most influential and widely applied in public administration research. Edwards argues that successful policy implementation depends on four interrelated variables: communication, resources, disposition, and bureaucratic structure. These variables collectively

influence the ability of implementing agencies to translate policy goals into practical actions. Communication refers to the transmission of policy information to implementers and target groups. Edwards emphasizes that effective communication requires clarity, consistency, and accurate dissemination of information. Inadequate communication may create misunderstanding, uncertainty, and resistance among stakeholders, thereby reducing implementation effectiveness. O'Toole (2022) further argues that communication serves not only as an information-sharing mechanism but also as a means of building trust, legitimacy, and public participation in policy processes.

Resources constitute another critical determinant of implementation success. Edwards (1980) notes that even well-designed policies may fail if implementing organizations lack sufficient human resources, financial support, information systems, authority, or operational facilities. Organizational capacity is therefore essential for ensuring that policy objectives can be translated into concrete actions. Bryson (2021) highlights that resource adequacy directly affects institutional performance, administrative efficiency, and service quality within public organizations. Disposition refers to the attitudes, commitment, and responsiveness of policy implementers. Policies are more likely to succeed when implementers understand and support policy objectives. Positive attitudes, professionalism, integrity, and commitment contribute to effective implementation, while resistance or lack of commitment may hinder policy outcomes. In line with the New Public Service perspective, Denhardt and Denhardt (2021) emphasize that public officials' commitment to serving citizens significantly influences policy performance and public satisfaction.

The fourth variable, bureaucratic structure, concerns organizational arrangements, standard operating procedures, and coordination mechanisms among implementing agencies. Edwards (1980) argues that excessively complex bureaucratic structures may reduce efficiency and create administrative delays. Contemporary governance literature further suggests that policy implementation increasingly requires inter-organizational collaboration, cross-sectoral coordination, and adaptive institutional arrangements to address complex public problems (Osborne, 2021). Because these four variables are interconnected, weaknesses in one dimension may undermine the effectiveness of the entire implementation process. Therefore, Edwards III's model provides a comprehensive framework for analyzing policy implementation in complex governance settings, including land acquisition for public purposes.

Land Acquisition for Public Interest

Land acquisition is a strategic instrument for facilitating infrastructure development and public service provision. Roads, bridges, schools, hospitals, irrigation systems, and other public facilities require land as a fundamental development resource. However, land possesses multidimensional value, encompassing economic, social, cultural, and legal dimensions. Consequently, land acquisition often involves balancing public interests with the protection of individual property rights (Harsono, 2021; Sutedi, 2023). International studies indicate that land acquisition remains one of the most challenging aspects of infrastructure development due to disputes over ownership, compensation, resettlement, and public participation (Vanclay, 2017; Cernea, 2018). The World Bank (2023) emphasizes that effective land governance requires transparent procedures, fair compensation mechanisms, stakeholder engagement, and strong institutional coordination to minimize social conflict and ensure sustainable development outcomes.

In Indonesia, land acquisition for public purposes is regulated under Law Number 2 of 2012 concerning Land Acquisition for Development in the Public Interest. The law defines land acquisition as the provision of land through fair and equitable compensation to entitled parties. The policy establishes four implementation stages: planning, preparation, implementation, and transfer of results. Furthermore, it incorporates principles of humanity, justice, transparency, participation, legal certainty, welfare, and sustainability. Despite these regulatory provisions, implementation challenges persist across various regions. Common issues include incomplete land administration records, overlapping ownership claims, disagreements regarding compensation values, lengthy administrative procedures,

and limited public understanding of land acquisition processes. These challenges suggest that legal frameworks alone are insufficient to ensure successful implementation and highlight the importance of administrative and institutional factors.

Land Acquisition Governance and Research Gap

Land acquisition has emerged as a significant governance challenge in both developed and developing countries due to the growing demand for infrastructure development and public service provision. Governments are increasingly required to balance the need for land to support economic growth and public welfare with the protection of property rights, social justice, and community interests. In countries such as China, India, Brazil, South Africa, and Indonesia, compulsory land acquisition for public purposes frequently generates disputes related to compensation, participation, transparency, and the legitimacy of government decisions (Vanclay, 2017; Cernea, 2018; Ho, 2021). These challenges are particularly evident in developing countries, where land administration systems remain fragmented and institutional capacities vary considerably across regions.

The international literature indicates that ineffective land acquisition processes can result in project delays, increased development costs, social conflict, and declining public trust in government institutions (World Bank, 2023). Empirical studies conducted in Asia and Africa have identified inadequate stakeholder communication, weak institutional coordination, limited administrative capacity, and insufficient public participation as major obstacles to successful land acquisition implementation (Alemu & Malek, 2022; Zhang et al., 2023). These findings suggest that the effectiveness of land acquisition policies depends not only on legal frameworks but also on how such policies are implemented and managed by public institutions.

Indonesia faces similar challenges despite significant regulatory reforms. The enactment of Law Number 2 of 2012 concerning Land Acquisition for Development in the Public Interest was intended to provide legal certainty, streamline land acquisition procedures, and accelerate infrastructure development. Nevertheless, implementation problems continue to occur in various regions. Previous studies have reported persistent issues related to compensation disputes, inconsistencies in land administration records, administrative inefficiencies, and community resistance toward development projects (Suntoro, 2022; Riduan & Winanti, 2023).

Existing studies have examined land acquisition from various perspectives. Butar-Butar et al. (2022) found that legal and social conflicts remain prevalent despite the existence of comprehensive regulations governing land acquisition procedures. Riduan and Winanti (2023) reported that compensation mechanisms frequently generate dissatisfaction among affected communities due to differing perceptions regarding land valuation. Similarly, Suntoro (2022) argued that the interpretation of “fair and equitable compensation” remains contested, creating uncertainty in implementation practices. Larasati and Sujadi (2022) demonstrated that land disputes continue to occur because of weak institutional coordination and inconsistent policy implementation, while Suwardi and Boediningsih (2021) highlighted that limited public understanding and low community participation often contribute to resistance against development projects.

Although these studies provide valuable insights into the challenges of land acquisition, several important gaps remain. First, existing research predominantly focuses on legal aspects, compensation mechanisms, conflict resolution, and community responses, while relatively limited attention has been given to the broader dimensions of policy implementation. Second, only a few studies have utilized established public administration theories, particularly Edwards III’s policy implementation framework, to systematically examine how communication, resources, disposition, and bureaucratic structure influence land acquisition outcomes. Third, empirical evidence from local governments in Indonesia remains limited, especially in secondary cities experiencing rapid infrastructure expansion and increasing demand for public land acquisition. Consequently, there is still insufficient understanding of how institutional and administrative factors shape the effectiveness of land acquisition policies at the local level.

To address these gaps, this study applies Edwards III's policy implementation framework to analyze the implementation of Law Number 2 of 2012 in Palopo City, South Sulawesi. The framework enables a comprehensive examination of communication processes, resource capacity, implementer disposition, and bureaucratic structures that influence policy implementation. By focusing on a local government context, this study extends the existing literature beyond legal and compensation issues toward a broader public governance perspective. Furthermore, the study contributes to public administration scholarship by providing empirical evidence on how implementation factors support or hinder land acquisition governance and infrastructure development at the local level.

Conceptual Framework

This study conceptualizes the implementation of Law Number 2 of 2012 concerning Land Acquisition for Public Interest as a function of four key variables proposed by Edwards III: communication, resources, disposition, and bureaucratic structure. These variables are expected to influence the effectiveness of land acquisition implementation, including administrative processes, stakeholder coordination, public participation, transparency, and compensation mechanisms.

The framework assumes that effective communication enhances public understanding and stakeholder engagement; adequate resources strengthen implementation capacity; positive implementer disposition promotes responsiveness and accountability; and an efficient bureaucratic structure facilitates coordination and procedural compliance. Together, these dimensions determine the extent to which land acquisition policies achieve their intended objectives and support public infrastructure development in Palopo City.

Research Novelty

The novelty of this study lies in three aspects. First, it integrates land acquisition governance with Edwards III's policy implementation model, providing a public administration perspective that remains underexplored in Indonesian land acquisition studies. Second, it offers empirical evidence from Palopo City, a growing regional urban center where infrastructure development increasingly depends on effective land acquisition processes. Third, the study simultaneously examines implementation performance and the supporting and inhibiting factors that influence policy outcomes, thereby providing a more comprehensive understanding of land acquisition governance at the local level.

Research Contribution

This study contributes theoretically by enriching the literature on public policy implementation and land governance through the application of Edwards III's framework in the context of compulsory land acquisition. Practically, the findings provide evidence-based recommendations for local governments, land administration agencies, and policymakers to improve communication strategies, strengthen institutional coordination, enhance administrative capacity, and promote more transparent and participatory land acquisition processes. Furthermore, the study contributes to achieving sustainable infrastructure development by identifying governance mechanisms that can reduce conflict and increase public acceptance of development projects.

3. Method

This study employed a descriptive qualitative approach with a case study design to examine the implementation of Law Number 2 of 2012 concerning Land Acquisition for Development in the Public Interest in Palopo City, South Sulawesi, Indonesia. The qualitative approach was selected because it enables an in-depth understanding of policy implementation processes, institutional practices, stakeholder interactions, and administrative dynamics that influence land acquisition activities. Furthermore, the case study design allows the researcher to explore policy implementation within its real-life context and to capture the complexity of communication, resource management, implementer disposition, and bureaucratic structures involved in land acquisition governance (Creswell & Creswell, 2023; Sugiyono, 2019).

The research was conducted at the Palopo City Land Office (Dinas Pertanahan Kota Palopo), an institution directly involved in the implementation of land acquisition policies for public purposes. The institution was purposively selected because it plays a strategic role in supporting land administration, conducting land inventory and identification, verifying ownership data, and coordinating with relevant government agencies throughout the land acquisition process. As one of the key implementing agencies of Law Number 2 of 2012 at the local government level, the Palopo City Land Office provides an appropriate setting for examining policy implementation practices in the context of public administration. The study was carried out over a three-month period, from March to May 2026.

Primary data were obtained from key informants selected through purposive sampling based on their direct involvement, experience, and understanding of land acquisition implementation in Palopo City. The informants consisted of the Head of the Palopo City Land Office, the Head of the Land Service Division, members of the Land Acquisition Implementation Team, a representative from the National Land Agency (BPN) of Palopo City, and community members affected by land acquisition activities. These informants were considered capable of providing comprehensive information regarding the implementation process, challenges encountered, and factors influencing policy outcomes. Secondary data were collected from official documents, including Law Number 2 of 2012 and its implementing regulations, land acquisition reports, regional development planning documents, institutional records, official statistics, and relevant scientific literature related to public policy implementation, land governance, and public administration.

Data collection was conducted through methodological triangulation using three primary techniques: in-depth semi-structured interviews, non-participant observation, and documentation studies (Miles et al., 2014). Interviews were guided by an interview protocol developed based on Edwards III's policy implementation framework, focusing on four principal dimensions: communication, resources, disposition, and bureaucratic structure. Questions explored information dissemination, stakeholder communication, availability of human and financial resources, administrative capacity, implementer commitment, organizational coordination, standard operating procedures, and perceptions regarding the effectiveness of land acquisition implementation. Non-participant observation was undertaken to examine directly the implementation of land administration activities, inter-agency coordination processes, land inventory and verification procedures, public consultations, and compensation deliberations. Documentation studies involved reviewing legal documents, institutional reports, land acquisition records, planning documents, meeting minutes, and other official archives related to land acquisition implementation.

The collected data were analyzed using the interactive model developed by Miles, Huberman, and Saldaña (2014), which consists of data condensation, data display, and conclusion drawing and verification. Data condensation involved selecting, simplifying, coding, and categorizing interview transcripts, observation notes, and documentary materials according to major analytical themes derived from Edwards III's framework, namely communication, resources, disposition, and bureaucratic structure. Data display was conducted through narrative descriptions, thematic matrices, and analytical categorizations to facilitate the identification of patterns and relationships among implementation variables. Conclusions were drawn continuously throughout the analytical process and verified through iterative comparison of data sources and findings.

To ensure the trustworthiness of the research, the study adopted the criteria proposed by Lincoln and Guba (1985), namely credibility, transferability, dependability, and confirmability. Credibility was strengthened through source triangulation, technique triangulation, and member checking with selected informants. Transferability was achieved by providing a detailed description of the research setting, participants, and policy implementation context. Dependability was maintained through systematic documentation of all research procedures, including data collection and analysis processes. Confirmability was ensured by grounding all interpretations and conclusions in empirical evidence obtained from interviews,

observations, and documentary sources, thereby enhancing the objectivity and academic rigor of the study.

4. Results and Discussion

Implementation of Law Number 2 of 2012 on Land Acquisition for Public Interest in Palopo City

The findings indicate that the implementation of Law Number 2 of 2012 concerning Land Acquisition for Development in the Public Interest in Palopo City has generally been carried out in accordance with the established legal framework. However, variations in communication effectiveness, resource availability, implementer commitment, and bureaucratic coordination continue to influence policy outcomes. The analysis employs Edwards III's policy implementation framework, consisting of communication, resources, disposition, and bureaucratic structure.

Communication

Communication emerged as a crucial determinant of policy implementation effectiveness. The findings revealed that the Palopo City Land Office has undertaken various communication strategies, including public socialization programs, public consultations, coordination meetings, and direct dissemination of information to affected communities. These efforts demonstrate the implementation of the transmission dimension proposed by Edwards III, whereby policy information is communicated to stakeholders before land acquisition activities commence. Interviews with government officials indicated that communication activities are conducted from the initial planning stage to ensure that communities understand development objectives, project locations, and land acquisition procedures. Community members are also provided opportunities to express concerns and seek clarification regarding compensation mechanisms and administrative requirements.

However, the findings also revealed that communication effectiveness remains imperfect. Several affected residents reported difficulties in understanding land valuation procedures and compensation payment mechanisms. Similar concerns were expressed by land acquisition officers, who noted that misunderstandings frequently generate objections during deliberation processes. These findings support Edwards III's argument that effective communication is not merely concerned with information transmission but also with information clarity and consistency. The results further corroborate the findings of Suwardi and Boediningsih (2021), who reported that limited public understanding often contributes to resistance toward development projects. Therefore, strengthening communication strategies through continuous public engagement and simplified information dissemination remains necessary.

Table 1. Communication in Land Acquisition Implementation.
(Research Source, 2026)

Key Themes/Concepts	Informant Code	Informant's Statement	Initial Interpretation (Theoretical Relevance)
Policy Socialization	HO (Head of Land Office)	"We conduct socialization to inform the community about development plans and land acquisition procedures from the early stage."	Effective transmission of policy information enhances public understanding and reduces resistance (Edwards III, 1980).
Public Consultation	PL (Affected Community)	"We were invited to attend consultations before the land acquisition process began."	Participation improves transparency and legitimacy of policy implementation.

Based on Table 1, communication in the implementation of land acquisition policies at the Palopo City Land Office reflects a commitment to ensuring that

Communication Gap	PL (Affected Community)	“Sometimes the explanation about land value is still unclear for us.”	Lack of clarity may create misunderstanding and resistance, consistent with communication barriers in implementation theory.
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affected communities receive information regarding development plans, land acquisition procedures, and compensation mechanisms. The findings indicate that policy socialization, public consultations, coordination meetings, and direct information dissemination have been conducted from the initial planning stage. These communication practices provide communities with opportunities to understand the purpose of development projects, clarify administrative requirements, and express concerns related to the land acquisition process.

Furthermore, the findings demonstrate that communication effectiveness is not only determined by the transmission of information but also by the clarity and consistency of the information provided. Although the Palopo City Land Office has conducted socialization and consultation activities, several affected residents still experienced difficulties in understanding land valuation procedures and compensation payment mechanisms. This condition indicates that some aspects of policy communication remain unclear for certain community members. In line with Edwards III's implementation theory, effective communication requires not only the delivery of policy information but also clear, understandable, and consistent explanations. Therefore, continuous public engagement and simplified information delivery are necessary to reduce misunderstandings, minimize objections, and support the effective implementation of land acquisition policies.

Resources

Resource availability was found to significantly influence policy implementation. The study revealed that the Palopo City Land Office possesses essential resources, including personnel, budget allocations, administrative facilities, and legal authority necessary for land acquisition implementation. Nevertheless, several resource-related constraints continue to affect implementation performance.

One major challenge concerns the limited number of personnel possessing technical expertise in land administration, land inventory, measurement, and data verification. This condition increases workload pressures and may delay implementation processes. Furthermore, incomplete land ownership documentation and discrepancies between administrative records and field conditions often require additional verification procedures, thereby prolonging administrative processes.

The findings also highlight the importance of strengthening land information management systems through digitalization. Improved digital land administration could enhance data accuracy, accelerate service delivery, facilitate inter-agency coordination, and improve transparency. These findings are consistent with Butar-Butar et al. (2022), who identified administrative and land data issues as persistent obstacles in land acquisition implementation.

Table 4.1.2. Resources in Land Acquisition Implementation.
(Research Source, 2026)

Key Themes/Concepts	Informant Code	Informant's Statement	Initial Interpretation (Theoretical Relevance)
Human Resource Capacity	TP (Implementation Team)	“The number of staff is still limited, especially those who understand technical land measurement.”	Limited human resources reduce implementation efficiency (Edwards III).

(Research Source, 2026)

Based on Table 4.1.2, the availability of resources in the implementation of land acquisition policies at the Palopo City Land Office reflects the presence of essential supporting elements, including personnel, budget allocations, administrative facilities,

Administrative Data	BPN (Land Agency Rep.)	“Some land data are still incomplete and do not match field conditions.”	Data inconsistency affects accuracy and slows implementation.
Supporting Facilities	HO (Head of Land Office)	“We already have supporting facilities, but digital integration is still limited.”	Resource adequacy is not only physical but also technological capacity.

and legal authority. The findings indicate that these resources have supported the implementation of land acquisition activities, particularly in conducting land inventory, measurement, verification, and administrative coordination. However, the effectiveness of resource utilization remains influenced by the limited availability of personnel with technical expertise in land administration and measurement.

Furthermore, the findings demonstrate that resource constraints are not only related to the number of personnel but also to the quality of administrative data and technological capacity. Several land ownership documents remain incomplete, while discrepancies between administrative records and field conditions require additional verification processes. This condition may increase workload pressures, delay administrative procedures, and affect the accuracy of land acquisition implementation. In line with Edwards III's implementation theory, adequate resources include not only human resources and physical facilities but also sufficient information, technical capacity, and supporting technology. Therefore, strengthening staff capacity and improving digital land information management systems are necessary to enhance data accuracy, accelerate service delivery, support inter-agency coordination, and improve transparency in land acquisition implementation.

Disposition

The disposition of implementers was generally found to be supportive of policy objectives. Interviews indicated that officials involved in land acquisition demonstrated commitment, responsibility, and professionalism in carrying out their duties. Their willingness to provide information, facilitate public consultations, and coordinate with relevant stakeholders contributed positively to policy implementation. Temuan ini juga terlihat pada kesimpulan penelitian bahwa aparatur menunjukkan komitmen, integritas, dan profesionalisme yang baik dalam menjalankan tugasnya.

From the perspective of Edwards III, positive implementer disposition strengthens implementation effectiveness because policy actors are more likely to execute their responsibilities consistently and responsively. These findings also align with Denhardt and Denhardt's New Public Service perspective, which emphasizes public servants' commitment to serving citizens and promoting public value.

Table 3. Disposition of Implementers.
(Research Source, 2026)

Key Themes/Concepts	Informant Code	Informant's Statement	Initial Interpretation (Theoretical Relevance)
Commitment to Service	HO (Head of Land Office)	“We are committed to completing land acquisition according to regulations and fairness principles.”	Positive disposition strengthens policy compliance (Edwards III, 1980).
Professional Attitude	TP (Implementation Team)	“We try to work professionally and remain transparent in every stage.”	Professionalism enhances public trust and administrative legitimacy.

Based on Table 3, the disposition of implementers in land acquisition implementation at the Palopo City Land Office reflects a positive commitment

Responsiveness	PL (Affected Community)	“Officials usually respond when we raise objections or questions.”	Responsiveness reflects public service orientation (Denhardt & Denhardt, 2021).
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toward achieving policy objectives. The findings indicate that officials involved in the land acquisition process demonstrate responsibility, integrity, and professionalism in carrying out their respective duties. Their willingness to provide information, facilitate public consultations, respond to community concerns, and coordinate with relevant stakeholders supports the smooth implementation of land acquisition activities. This condition shows that implementers generally possess a supportive attitude toward the policy and are committed to conducting the process in accordance with applicable regulations and principles of fairness.

Furthermore, the findings demonstrate that the positive disposition of implementers contributes to public trust and strengthens the legitimacy of the land acquisition process. Officials’ responsiveness to objections and questions raised by affected communities reflects an orientation toward public service and citizen participation. In line with Edwards III’s implementation theory, a positive implementer disposition strengthens policy effectiveness because policy actors are more likely to carry out their responsibilities consistently, transparently, and responsively. These findings also support the New Public Service perspective of Denhardt and Denhardt, which emphasizes that public servants should prioritize serving citizens, promoting public value, and responding to community needs. Therefore, maintaining integrity, professionalism, and responsiveness among implementers remains essential to support effective and equitable land acquisition implementation.

Bureaucratic Structure

The study found that the bureaucratic structure supporting land acquisition implementation has generally functioned effectively. The existence of legal regulations, standard operating procedures, and clearly defined institutional responsibilities provides administrative guidance for policy implementation. Furthermore, coordination between the Palopo City Land Office, the National Land Agency, and other relevant institutions has facilitated the implementation process.

Despite these positive conditions, bureaucratic procedures remain relatively lengthy due to the need for multiple stages of verification, validation, and inter-agency coordination. In addition, the integration of land administration data across institutions has not yet been fully optimized. Consequently, further efforts are needed to simplify administrative procedures and strengthen institutional coordination mechanisms. These findings support Larasati and Sujadi (2022), who identified institutional coordination as a critical factor influencing land acquisition effectiveness.

Table 4. Bureaucratic Structure and Coordination

(Research Source, 2026)

Key Themes/Concepts	Informant Code	Informant’s Statement	Initial Interpretation (Theoretical Relevance)
Interagency Coordination	BPN (Land Agency Rep.)	“We coordinate with local government and land office in every stage of acquisition.”	Coordination is essential for policy coherence and implementation success.
SOP Implementation	HO (Head of Land Office)	“All procedures follow established SOPs based on national regulation.”	Standard procedures ensure consistency in bureaucratic implementation.

Based on Table 4, the bureaucratic structure supporting land acquisition implementation at the Palopo City Land Office reflects the existence of legal

Administrative Delay	PL (Affected Community)	“The process takes quite a long time because of many verification stages.”	Complex bureaucracy can reduce implementation efficiency (Edwards III).
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regulations, standard operating procedures, and clearly defined institutional responsibilities. The findings indicate that these structural elements provide administrative guidance for officials in carrying out land acquisition activities. In addition, coordination between the Palopo City Land Office, the National Land Agency, local government, and other relevant institutions has supported the implementation process at each stage. The application of established standard operating procedures also helps ensure that land acquisition activities are conducted consistently and in accordance with applicable national regulations.

Furthermore, the findings demonstrate that the effectiveness of bureaucratic structure is still influenced by relatively lengthy administrative procedures. Multiple stages of verification, validation, and inter-agency coordination often prolong the land acquisition process, particularly when land documents require further examination or administrative data do not fully correspond with field conditions. This condition indicates that although bureaucratic procedures provide legal certainty and administrative accountability, complex procedures may reduce implementation efficiency. In line with Edwards III's implementation theory, an effective bureaucratic structure requires clear procedures, appropriate institutional coordination, and administrative mechanisms that support policy implementation without creating unnecessary delays. Therefore, simplifying administrative procedures and strengthening the integration of land administration data across institutions are necessary to improve coordination, accelerate verification processes, and support more effective land acquisition implementation.

Supporting and Inhibiting Factors

The study identified several supporting factors that contribute to successful policy implementation, including the existence of a clear legal framework under Law Number 2 of 2012, relatively strong inter-agency coordination, support from local government authorities, and the commitment of implementing officials. These factors strengthen communication channels, reinforce bureaucratic structures, and support effective policy execution.

Conversely, several inhibiting factors were identified. These include limited human resources, incomplete land administration records, inconsistencies in land ownership data, low public understanding of land acquisition procedures, and lengthy administrative processes. Such constraints primarily affect the communication and resource dimensions emphasized by Edwards III's implementation framework.

Table 5. Supporting and Inhibiting Factors.

Supporting Factors	Inhibiting Factors
Clear legal framework (Law No. 2/2012)	Incomplete land ownership documents
Strong institutional coordination	Limited human resources
Commitment of implementers	Low public understanding

(Research Source, 2026)

Based on Table 5, the implementation of land acquisition policies at the Palopo City Land Office is supported by several important factors. The findings indicate that a clear legal framework under Law Number 2 of 2012 provides a strong basis for implementing land acquisition activities in accordance with established procedures and principles of fairness. In addition, strong coordination among relevant institutions, support from local government authorities, and the commitment of implementing officials contribute to the smooth execution of policy activities. These supporting factors strengthen communication channels, clarify institutional responsibilities, and encourage implementers to carry out their duties consistently and professionally.

Furthermore, the findings demonstrate that several inhibiting factors continue to affect the effectiveness of land acquisition implementation. Incomplete land ownership documents, inconsistencies between administrative records and field conditions, limited human resources, and low public understanding of land acquisition procedures often create delays and misunderstandings during the implementation process. Lengthy administrative procedures also require additional time for verification, validation, and coordination among relevant institutions. In line with Edwards III's implementation framework, these constraints primarily influence the communication and resource dimensions of policy implementation. Therefore, improving public understanding through continuous socialization, strengthening staff capacity, completing land administration records, and simplifying administrative procedures are necessary to reduce implementation barriers and support more effective land acquisition policies.

Discussion

The findings demonstrate that the implementation of Law Number 2 of 2012 in Palopo City is largely influenced by the interaction between communication, resources, disposition, and bureaucratic structure. Consistent with Edwards III's policy implementation model, effective communication and positive implementer commitment contribute significantly to implementation success, whereas resource limitations and administrative complexities continue to constrain policy effectiveness. The study confirms that legal reforms alone are insufficient to ensure successful land acquisition implementation. Instead, implementation outcomes depend heavily on institutional capacity, stakeholder communication, administrative coordination, and community engagement.

These findings extend previous studies that primarily focused on legal disputes, compensation mechanisms, and conflict resolution by providing empirical evidence from a local government perspective. The results suggest that improving administrative capacity, strengthening digital land information systems, enhancing public awareness, and promoting inter-agency collaboration are essential strategies for improving land acquisition governance and supporting sustainable infrastructure development in Indonesia.

5. Conclusion

Based on the results of the research entitled *Implementation of Law Number 2 of 2012 concerning Land Acquisition for Public Interest in Palopo City*, the following conclusions and suggestions can be drawn:

- a. The implementation of Law Number 2 of 2012 concerning land acquisition for public interest in Palopo City has generally been carried out well when viewed from the dimensions of communication, resources, disposition, and bureaucratic structure. Communication has been conducted through policy socialization, public consultations, and coordination among relevant institutions. However, public understanding of land acquisition procedures, land valuation, and compensation mechanisms still needs to be improved. Therefore, the Palopo City Land Office should strengthen continuous socialization and provide simpler, clearer, and more accessible information to affected communities.
- b. The availability of resources, including personnel, budget allocations, supporting facilities, and legal authority, has supported the implementation of land acquisition policies. However, limited human resources with technical expertise in land administration, land measurement, and data verification, as well as incomplete land ownership documents and inconsistencies between administrative records and field conditions, continue to affect implementation efficiency. Therefore, the Palopo City Land Office should improve staff capacity

- through training and optimize the use of information technology in land administration and data management.
- c. The disposition of implementers has generally demonstrated commitment, integrity, responsibility, and professionalism in carrying out land acquisition activities. Officials have shown willingness to provide information, facilitate public consultations, respond to community concerns, and coordinate with relevant stakeholders. To maintain this positive condition, the Palopo City Land Office should continue to strengthen professionalism, transparency, responsiveness, and public service orientation among implementing officials.
 - d. The bureaucratic structure supporting land acquisition implementation has been supported by legal regulations, standard operating procedures, and coordination among the Palopo City Land Office, the National Land Agency, local government, and other relevant institutions. Nevertheless, multiple stages of verification, validation, and inter-agency coordination often result in relatively lengthy administrative procedures. Therefore, relevant institutions should strengthen coordination mechanisms, synchronize land administration data, and simplify administrative procedures without reducing legal certainty and accountability.
 - e. Supporting factors in land acquisition implementation include the clarity of legal regulations, the commitment of implementing officials, support from local government authorities, inter-agency coordination, and the availability of supporting facilities. Meanwhile, inhibiting factors include limited human resources, incomplete land administration records, inconsistencies in land ownership data, differences in public perceptions regarding compensation, and limited public understanding of land acquisition procedures. Therefore, affected communities are expected to complete land ownership documentation and actively participate in socialization, consultation, and deliberation activities. Future researchers may further examine the effectiveness of compensation mechanisms, community satisfaction, and land dispute resolution in land acquisition for public interest.

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