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### The Role of Stakeholders in Preventing and Eradicating Land Mafia in Indonesia

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**Abstrak:** *This study aims to analyze the role of stakeholders in the prevention and eradication of land mafia practices in Indonesia using a Systematic Literature Review (SLR) approach. Land mafia is an organized crime in the land sector involving multiple actors and causing serious impacts on legal certainty, economic losses, and social conflicts within society. This research employs a qualitative method based on library research by analyzing relevant scientific articles, journals, and policy documents. The findings indicate that land mafia practices are carried out through various modus operandi, including document forgery, issuance of multiple land certificates, illegal land occupation, and collusion with public officials. Government efforts to prevent and eradicate land mafia include the establishment of the Anti-Land Mafia Task Force, digitalization of land services, implementation of electronic land certificates, and the Complete Systematic Land Registration (PTSL) program. In addition, the involvement of the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency, law enforcement agencies, local governments, supervisory institutions, society, and the private sector plays a crucial role in the effectiveness of land mafia eradication efforts. This study also identifies several challenges, such as weak inter-stakeholder coordination, limited integration of land administration data, and low legal literacy among the public. Based on stakeholder theory proposed by R. Edward Freeman, the success of land mafia prevention and eradication depends on the synergy among all parties involved.*

**Keywords :** *land mafia, stakeholders, land administration, SLR, public policy*

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## INTRODUCTION

Land is an agrarian resource that plays a fundamental role in social, economic, and legal life in Indonesia. As a country that adheres to the principle of the rule of law, legal certainty over land ownership and control is a crucial aspect for ensuring justice and public welfare (Miranda, 2022). However, in practice, the land sector in Indonesia still faces various serious problems, one of which is the rampant practice of land mafias, which harms the community and the state, and disrupts the stability of the land legal system.

Land mafia is a form of organized crime in the land sector carried out through various methods, such as document forgery, the issuance of duplicate certificates, illegal land acquisition, and collusion with state officials and private parties (Mutiarra, 2022). This practice not only results in the loss of community land rights but also leads to significant economic losses, social conflict, and a decline in public trust in land institutions and law enforcement. Numerous cases in Indonesia demonstrate that land mafia has evolved into a systemic crime involving multiple actors and across sectors.

In recent years, the Indonesian government has undertaken various strategic efforts to prevent and eradicate land mafia (Permadi, 2023). These efforts include the establishment of an Anti-Land Mafia Task Force, digitizing land services, implementing electronic certificates, the Complete Systematic Land Registration (PTSL) program, and bureaucratic reform within the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency. Furthermore, law enforcement has been strengthened through the involvement of the Indonesian National Police, the Attorney General's Office, and other supervisory institutions. Despite this, land mafia practices continue to occur and exhibit increasingly complex patterns.

The main problem in eradicating land mafia lies not only in the regulatory aspect, but also in weak coordination between

stakeholders, low integrity of some officials, and limitations in land monitoring and data integration systems (Rahmadi et al., 2022). Furthermore, the involvement of various actors such as local governments, notaries/PPATs, the private sector, the community, and the media demonstrates that the land mafia issue is a multidimensional problem that cannot be resolved by a single institution (Ramadhani et al., 2023). Therefore, a collaborative approach involving all stakeholders in an integrated manner is necessary.

Based on the stakeholder theory perspective proposed by R. Edward Freeman, every organization or public policy is accountable not to just one party, but to all parties who influence and are influenced by the policy. In the context of land, this theory is relevant for analyzing how the roles of various stakeholders in preventing and eradicating land mafia can interact, support, or even undermine each other. Therefore, stakeholder-based analysis is crucial for a more comprehensive understanding of the effectiveness of land policies.

Several previous studies have focused primarily on normative legal aspects, regulatory analysis, and partial case studies. However, studies that systematically integrate various research findings to comprehensively analyze stakeholder roles are still limited. Furthermore, there is a gap in studies that specifically discuss multi-stakeholder collaboration models for preventing and eradicating land mafia in Indonesia. This highlights the need for a more comprehensive literature synthesis to provide a complete picture of the issue.

Based on this background, this study aims to analyze the role of stakeholders in preventing and eradicating land mafia in Indonesia through a Systematic Literature Review approach. This research is expected to provide academic contributions to enriching the study of land law, as well as practical contributions in the form of recommendations for more effective collaboration models between stakeholders in order to realize a



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transparent, accountable, and equitable land system.

### METHOD

This study uses a Systematic Literature Review (SLR) approach to systematically, structured, and comprehensively examine various scientific literature discussing the role of stakeholders in preventing and eradicating land mafia in Indonesia. This approach was chosen because SLR is able to present an objective synthesis of previous research, identify patterns of findings, and identify research gaps that have not been thoroughly studied. This study is a qualitative study using library research methods. The data used are entirely derived from secondary sources in the form of scientific articles, national and international journals, and policy documents related to the issues of land mafia, land governance, and law enforcement. The focus of this study is not on field data collection, but rather on the analysis and synthesis of previously published research results.

The data sources in this study were obtained from scientific literature relevant to the topic of land mafia in Indonesia. This literature covers various research approaches such as normative juridical, empirical, qualitative, and quantitative published in recent years. Source selection was carried out by considering the relevance of the theme, the credibility of the publication, and its contribution to the discussion of the role of stakeholders in preventing and eradicating land mafia. The data collection technique was carried out through a systematic literature search using keywords such as "land mafia", "Indonesian land", "land governance", "land stakeholders", and "prevention of agrarian conflict". The obtained literature was then selected based on inclusion criteria, namely relevance to the research topic, publication in a scientific journal that can be accounted for, and relevance to aspects of policy, law, and the role of stakeholders. Articles that were irrelevant or

did not meet these criteria were excluded from the analysis.

Data analysis was conducted through a systematic review, encompassing literature identification, selection, data extraction, and thematic synthesis. During the extraction stage, key information from each article, such as research methods, studied variables, research findings, and critical reviews, was classified to facilitate the analysis process. The research findings were then synthesized into several main themes: land digitization, law enforcement, government policy, stakeholder roles, and case studies and field implementation. The analysis was then presented in narrative descriptive form and literature synthesis tables to facilitate readers' understanding of patterns and relationships between studies. This study also utilized the stakeholder theory perspective proposed by R. Edward Freeman as a basis for analysis to identify the roles of various parties involved in preventing and eradicating land mafia, including the government, law enforcement officials, the community, and the private sector. Thus, this method allows the study to provide a comprehensive, systematic, and structured overview of the land mafia issue in Indonesia.

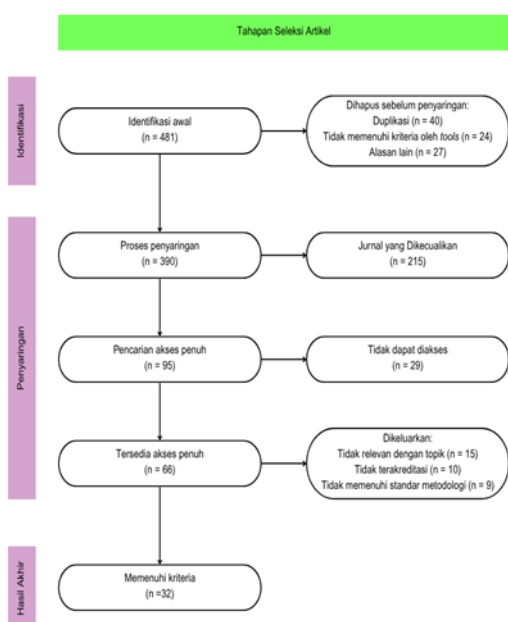
### RESULTS AND DISCUSSION

The initial identification phase of this study yielded 481 records from various national and international scientific databases relevant to the topic of stakeholders' roles in preventing and eradicating land mafia in Indonesia in the 2022–2026 period. During the initial screening phase, 91 records were eliminated, consisting of 40 duplicate articles, 24 articles that did not meet the initial eligibility criteria, and 27 records that could not be accessed or processed due to technical difficulties. After this process, 390 records remained, which were then further screened based on their titles and abstracts to assess their suitability to the research focus, namely the role of stakeholders, land policy, and efforts to prevent and address land mafia. From this phase, 295 records were again

eliminated due to their irrelevance to the study focus, leaving 95 articles to proceed to the full-text review phase.

Of the 95 articles that entered the in-depth review stage, 29 articles were inaccessible due to paywall restrictions, resulting in only 66 articles being subject to further analysis. During the full evaluation stage, 34 articles did not meet the inclusion criteria, including 15 articles that did not specifically address the role of stakeholders in the land mafia issue, 10 articles from non-indexed journals or those that had not undergone a peer-review process, and 9 articles with research methods deemed inadequate to support SLR analysis.

The entire selection process was carried out systematically by following the PRISMA flow, until finally 32 articles were obtained that met the inclusion criteria and were suitable for analysis in this study.



**Figure 1.** Article selection stages

Of the 32 selected articles, 10 are presented in tabular form to visualize key findings related to stakeholder roles, land policies, the modus operandi of land mafias, and prevention and eradication strategies. This

summary provides a structured overview of the relationships between stakeholders, including the government, law enforcement, the community, and the private sector, in establishing a more effective land mafia prevention system.

**Table 1.** Articles that passed the selection

No	Researcher & Year	Title	Method	Main Focus	Key Findings
1	Rahmadi, AN, Aisyah, R., & Kurdingtyas, A. (2022)	The Effectiveness of the PTSL Program in Preventing Land Mafia in Probolinggo City	Descriptive quantitative	Implementation of PTSL	The PTSL program is considered effective (average 29,996), increasing legal certainty and the active role of BPN in land certification.
2	Tumanger, DDG, & Santoso, B. (2023)	Law Enforcement Against Land Mafia Practices as Makers of Fictitious Certificates	Normative juridical	Law enforcement	The Land Mafia Task Force and TPPKA play an important role, but fictitious certificates are still found due to weak supervision.
3	Fathullah, KEH (2023)	Modus Operandi and Law Enforcement of the Land Mafia	Empirical	Lumajang case study	Land mafia involves document falsification and court manipulation, including the involvement of certain officials.
4	Rusmini & Husnaini (2023)	The Role of the Police in Eradicating Land Mafia in Palembang City	Qualitative empirical	The role of the police	The police play an active role in enforcement, but are still hampered by evidence and cross-agency coordination.
5	Wijaya, GJA, & Djajaputra, G. (2025)	Land Mafia and the Justice System in Indonesia	Case study of court decisions	The judicial system	There are indications of weaknesses in documentary evidence in land mafia cases in court.
6	Darmawan, & Ridwan, R. (2025)	Political Will of the Head of the Bogor National Land Agency in the Implementation of Electronic Certificates	Qualitative	ATR/BPN Policy	Electronic certificates increase transparency and reduce the opportunity for land data manipulation.
7	Nasir, M., & Muchtar, A. (2025)	The Banten Provincial Government's Efforts to Combat Land Mafia	Descriptive qualitative	Regional policies	Local governments play a role in supervision and coordination, but data integration is still weak.
8	Basyarudin, Erwinsyah, & Febriansyah (2026)	Land Law Counseling as an Effort to Prevent Land Mafia	Community service	Legal education	Counseling increases public awareness in

### A. Modus Operandi, Impact, Case Studies, Challenges, and Ideal Collaboration Model in Land Mafia Practices in Indonesia

Land mafia practices are a form of organized crime in the land sector that exploits administrative weaknesses, regulatory loopholes, and low public legal literacy to gain unlawful profits (Wijaya & Djajaputra, 2025). This phenomenon is not simple, but involves a complex network of actors ranging from individuals, groups, land brokers, village officials, notaries/PPAT, to law enforcement officials. This complexity makes land mafia a serious threat to legal certainty, land rights protection, and national investment stability (Sihombing, 2023). In general, the modus operandi of land mafia is carried out systematically through various methods. First, falsification of land documents such as certificates, girik, letter C, letter D, sale and purchase deeds, signatures, and the identity of landowners (Basyarudin et al., 2026).

Second, the issuance of duplicate or overlapping certificates through administrative data manipulation and collusion with unscrupulous land officials. Third, physical control of vacant land or land lacking strong proof of ownership through unilateral claims. Fourth, the misuse of the Complete Systematic Land Registration (PTSL) program to legitimize illegal control. Fifth, fraud in land sales transactions by concealing the legal status of the land object. In addition to conventional methods, technological developments have also opened up new opportunities for land mafia practices. Weak data integration, suboptimal cybersecurity, and low digital literacy among the public are loopholes exploited by perpetrators to manipulate electronic documents (Hansen, 2025). Therefore, land digitization needs to be accompanied by

strengthening information security systems, regular audits, and increasing human resource capacity to prevent it from becoming a source of new vulnerabilities (Sinaga, 2024).

**Table 2.** Several Land Mafia Cases in Indonesia

Case & Location	Area/Loss	Land Mafia Practice
Grandpa Tupon – Yogyakarta	1,655 m <sup>2</sup>	Name changed and used as collateral for IDR 1.5 billion loan
Briyan Manov Krisna Huri – Yogyakarta	2,275 m <sup>2</sup>	Land transferred without permission and used as bank collateral
Businessman DB – Grobogan	Potential loss IDR 3.41 trillion	Falsified documents to seize PT ALIB land
Several Individuals – Semarang	Loss IDR 1.8 billion	Land fraud and embezzlement
Rudy Yusuf – Bogor	9 hectares	Land certified under another person's name
Unnamed Victim Bekasi	Worth IDR 4.07 billion	Falsified sale and purchase deed (AJB)
Unnamed Victim Bekasi	Loss IDR 3.9 trillion	Duplicated 39 fake certificates for debt collateral
Unnamed Victim	580,790 m <sup>2</sup>	Falsified land ownership



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Jambi Province	potential loss	proof to gain control
	1.19 trillion	

The impacts of land mafia practices are extensive and multidimensional (Alting et al., 2025). From a legal perspective, this practice creates ownership uncertainty, protracted disputes, and diminishes trust in the land legal system (Tumangger & Santoso, 2023). From an economic perspective, communities experience significant financial losses, loss of productive assets, and disruption to investment activities (Wahyuni & Misrah, 2023). Socially, land mafia triggers horizontal conflict, inter-community disputes, clashes with authorities, and the loss of community access to land as a source of livelihood (Lubis et al., 2025).

One of the most prominent cases is that of Mbah Tupon in Yogyakarta, which demonstrates how vulnerable groups become victims due to limited legal literacy and weak administrative protection. Similar cases have also occurred in Bekasi, Jambi, and Grobogan, involving patterns of document forgery, multiple certificates, and large-scale land acquisition. These findings reinforce the notion that land mafia is an organized crime with a systemic, recurring pattern. Land mafia practices are also closely linked to the legal system and land institutions. Research shows that these crimes are not only caused by direct perpetrators, but also by weaknesses in regulations and oversight (Wijaya & Djajaputra, 2025). In this context, the role of officials and institutions is crucial in preventing the escalation of agrarian conflict.

The Mbah Tupon case demonstrates that resolving land mafia requires multi-stakeholder collaboration. The ATR/BPN plays a role in document verification, the police in criminal investigations, local governments in administrative assistance, and the public and media as public monitors. This synergy demonstrates that case resolution cannot be achieved sectorally but must be cross-institutional. However, the implementation of collaboration still faces serious obstacles (Iwan Permadi, 2024). Sectoral egos between

agencies, differing operational standards, limited human resources, and lengthy bureaucracy are the main obstacles. Furthermore, the involvement of internal elements undermines the effectiveness of case handling.

The digital transformation of land management also faces implementation challenges. Although electronic systems have been implemented, obstacles remain, such as disparities in digital infrastructure, low public technological literacy, and suboptimal data integration between agencies (Kusumojati, 2022). This indicates that digitalization has not completely closed the gap in land crime. Based on a literature synthesis, the ideal collaborative model for eradicating land mafia must encompass five main pillars: national data integration, strengthening a permanent Anti-Land Mafia Task Force, internal and external oversight, community participation, and comprehensive use of digital technology. In this model, the ATR/BPN acts as administrative coordinator, the Police and Prosecutor's Office as law enforcers, local governments as local facilitators, the Corruption Eradication Commission (KPK) and the Ombudsman as supervisors, and the community, media, notaries, Land Deed Officials (PPAT), and the private sector as oversight partners (Laila, 2023).

This approach aligns with stakeholder theory, which emphasizes the involvement of all parties in resolving complex public problems. Therefore, eradicating land mafia cannot be carried out by a single institution but requires integrated, consistent, and sustainable cross-sector collaboration (Maulana et al., 2024). Successful management depends heavily on system integration, inter-institutional coordination, and the commitment of all stakeholders to effectively enforce the law.

### B. Government Policy in Preventing and Eradicating Land Mafia

The Indonesian government has made eradicating land mafia a strategic priority in its national land governance reforms (Allister & Djaja, 2024). This is driven by the high number

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of land disputes, economic losses, and their impact on legal certainty and the investment climate. Therefore, the government is implementing an approach that is not only repressive through law enforcement, but also preventive through modernizing land services and strengthening institutions to close various administrative loopholes exploited by land mafia perpetrators (Nashuha & Mahfud, 2023).

One key policy is the establishment of an Anti-Land Mafia Task Force involving the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency, the Indonesian National Police, and the Indonesian Attorney General's Office. This task force was established based on Ministerial Regulation of ATR/BPN Number 21 of 2020 and functions ranging from information gathering, investigation, law enforcement coordination, to recommendations for case resolution. Furthermore, digital transformation through electronic certificates is a crucial step in improving land data security, accelerating services, and reducing the risk of document forgery (Al-Fazar & Silviana, 2025). As of October 2024, the implementation of electronic certificates had been implemented nationwide, with millions of certificates issued as an effort to strengthen the land administration system.

Another strategic policy is the Complete Systematic Land Registration (PTSL) program, which aims to provide legal certainty over community land ownership. Since 2016, this program has successfully certified tens of millions of hectares of land in Indonesia, thereby strengthening the legality of community assets while simultaneously narrowing the scope for land mafia (Zamil et al., 2024). Meanwhile, bureaucratic reform within the ATR/BPN continues through official rotation, strengthened internal oversight, the implementation of Integrity Zones and Corruption-Free Areas, and prosecution of individuals involved in land mafia practices, given that many cases involve collusion by officials (Saputra et al., 2024).

Furthermore, the government is strengthening cross-agency synergy by involving the Corruption Eradication Commission (KPK), regional governments, and

the judiciary in handling complex and multidimensional land mafia cases. Regional governments play a crucial role in data synchronization, spatial planning oversight, and the resolution of agrarian conflicts at the local level (Nasir & Muchtar, 2025). Furthermore, public participation is also encouraged through complaint channels, legal education, and the use of digital applications such as Sentuh Tanahku, Bhumi, GISTARU, SIGTORA, and the Land Geoportal. Overall, the effectiveness of this policy depends heavily on consistent implementation, the integrity of officials, the readiness of digital infrastructure, and the active participation of all stakeholders (Wirawan, 2023). Therefore, the success of eradicating land mafia is determined not only by regulations but also by policy execution on the ground.

### **C. The Role of Stakeholders in Preventing and Eradicating Land Mafia**

The prevention and eradication of land mafia is a collective responsibility that requires the active involvement of various stakeholders (Rusmini & Husnaini, 2023). From the perspective of stakeholder theory proposed by R. Edward Freeman, an organization is responsible not only to its internal stakeholders but also to all parties who influence or are influenced by its activities. In the land context, the success of eradicating land mafia is largely determined by the ability of all stakeholders to collaborate, share information, and carry out their respective functions synergistically and sustainably.

The primary stakeholder in land governance is the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency. This institution plays a central role in land administration, certificate issuance, dispute resolution, and the digital transformation of land services. The ATR/BPN's role is realized through the acceleration of land certification, the implementation of electronic certificates, the implementation of the Complete Systematic Land Registration Program (PTSL), the provision of online land information services, and the strengthening of internal oversight (Darmawan & Ridwan, 2025). Furthermore, the

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ATR/BPN is also responsible for prosecuting internal individuals involved in land mafia practices, thus maintaining institutional integrity.

In law enforcement, the Indonesian National Police and the Indonesian Attorney General's Office play a strategic role in uncovering, investigating, prosecuting, and ensuring that land mafia perpetrators receive appropriate legal sanctions. These two institutions are at the forefront of eradicating land mafia, particularly in cases of document forgery, fraud, embezzlement, unauthorized land acquisition, and collusion involving state officials. The success of law enforcement can be measured by the number of cases solved, the number of suspects prosecuted, and the success rate of cases resulting in final and binding decisions.

Regional governments also play a crucial role, particularly in spatial planning oversight, land data synchronization, facilitating agrarian conflict resolution, and providing administrative support at the local level (Amin, 2024). Regional government involvement is crucial because many land disputes stem from data misalignment between the central, regional, and village governments. Furthermore, regional governments serve as liaisons between communities and government agencies, expediting dispute resolution and reporting of suspected land mafia activities.

Oversight institutions such as the Corruption Eradication Commission, the Ombudsman, and internal government oversight bodies have the function of monitoring, preventing corruption, and controlling maladministration in land services. This role is crucial given that land mafia practices often involve abuse of authority, collusion, and bureaucratic corruption (Dewi & Susantio, 2024). Through audits, supervision, enforcement, and recommendations for system improvements, oversight institutions help close institutional loopholes that could potentially be exploited by perpetrators.

The public, media, and civil society organizations are external stakeholders who act as social monitors. Public participation is crucial in safeguarding ownership documents,

participating in certification programs, reporting suspected irregularities, and raising awareness of various forms of land fraud (Eprilia et al., 2024). The media plays a role in uncovering cases, building public awareness, and promoting government accountability. Meanwhile, NGOs and academics can provide advocacy, legal assistance, education, and research-based policy recommendations.

The private sector, particularly notaries, land titles (PPAT), banks, and developers, also has a significant responsibility in preventing land mafia practices. Notaries and PPAT are required to adhere to the principle of prudence, thoroughly verify documents, and reject transactions that appear problematic. Banks must ensure the legality of collateral before granting credit facilities. Developers are required to comply with all land laws to avoid future disputes. Professional integrity and legal compliance are the main foundations in preventing the infiltration of land mafia into land business transactions.

Synergy between stakeholders is a crucial factor in successfully eradicating land mafia. No single institution can work alone to combat organized land crime. Effective collaboration must be supported by rapid data exchange, cross-sector coordination, integrated reporting mechanisms, and a shared commitment to enforcing the law impartially. Thus, stakeholder theory is not only conceptually relevant but also serves as a practical foundation for building a transparent, accountable, and equitable land ecosystem

## CONCLUSIONS

Based on the analysis using a Systematic Literature Review approach on various literature discussing the role of stakeholders in preventing and eradicating land mafia in Indonesia, it can be concluded that land mafia practices are a complex, structured agrarian problem that involves many actors across sectors. This crime not only results in the loss of community ownership rights to land but also causes economic losses, social conflict, and a decline in trust in the legal system and land administration in Indonesia.

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A literature synthesis revealed that the modus operandi of land mafias generally involves document forgery, the issuance of duplicate certificates, unauthorized land acquisition, and collusion with officials. The resulting impacts are multidimensional, encompassing legal, social, and economic aspects. This demonstrates that land mafias are not merely administrative issues but have become systemic crimes requiring serious and sustained cross-sectoral action.

In terms of policy, the government has undertaken various strategic initiatives, including the establishment of an Anti-Land Mafia Task Force, the digitization of land services, the implementation of electronic certificates, the Complete Systematic Land Registration (PTSL) program, and bureaucratic reform within the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency. However, the implementation of these policies still faces challenges, such as limited data integration, inter-agency sectoral egos, and the potential involvement of internal elements.

In terms of stakeholder roles, this research demonstrates that preventing and eradicating land mafia cannot be achieved by a single institution. The active participation of various parties, including the government, law enforcement officials, local governments, regulatory agencies, the public, the media, and the private sector, is essential to creating a transparent and accountable land system. The stakeholder theory proposed by R. Edward Freeman emphasizes that the success of a system is largely determined by the synergy between the various stakeholders.

Furthermore, the analyzed case studies demonstrate that addressing land mafia requires strong coordination between stakeholders, both in prevention and law enforcement. However, obstacles remain, including weak coordination, limited digitalization in some regions, and low legal literacy among the public, which makes them vulnerable to becoming victims. Overall, it can be concluded that eradicating land mafia in Indonesia requires an integrated,

collaborative, and sustainable approach through strengthening digital systems, enhancing the integrity of government officials, and optimizing the roles of all stakeholders. Without strong synergy between parties, efforts to eradicate land mafia will struggle to achieve optimal and sustainable results.

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