

Bridging Law and Practice in Systematic Complete Land Registration (PTSL): A Juridical Analysis of the National Land Agency's Authority

Zetria Erma¹, Said Rijal^{2*}, Elvira Fitriyani Pakpahan³, Heriyanti⁴, Roswita Sitompul⁵

^{1,3,4,5}Universitas Prima Indonesia, Indonesia

²Universitas Adiwangsa Jambi, Indonesia

*Corresponding Author: saidrizal@unaja.ac.id

| Received: 27-01-2026 || Revised: 19-04-2026 || Accepted: 25-06-2026 || Published On: 27-07-2026

Abstract: Systematic Complete Land Registration (Pendaftaran Tanah Sistematis Lengkap/PTSL) constitutes a strategic legal instrument introduced by the Indonesian government to accelerate nationwide land registration while strengthening legal certainty, protecting property rights, and improving land governance. Despite its ambitious objectives, the implementation of PTSL continues to encounter institutional, administrative, and socio-legal challenges that affect the effectiveness of the National Land Agency's (Badan Pertanahan Nasional/BPN) authority in translating legal mandates into practice. This study aims to examine the legal authority of the National Land Agency in implementing PTSL, evaluate the gap between regulatory provisions and field implementation, and identify the principal factors influencing the effectiveness of the program. Employing an empirical juridical field research design with a socio-legal approach, this study collected primary data through semi-structured interviews with officials responsible for PTSL implementation within the National Land Agency, complemented by observations and document analysis. Secondary data were obtained from statutory regulations, government policies, scholarly literature, and relevant legal documents. Data were analyzed qualitatively using an interactive model involving data reduction, categorization, interpretation, and triangulation to ensure the validity and reliability of the findings. The results demonstrate that although the National Land Agency possesses a comprehensive legal mandate under the prevailing regulatory framework, practical implementation remains constrained by limited public awareness, financial burdens associated with taxation and administrative costs, inadequate boundary demarcation, low institutional trust, and insufficient budgetary support from both central and local governments. The study further reveals that inter-institutional coordination, community engagement, and adaptive public communication significantly enhance the effectiveness of PTSL implementation. This research contributes to the development of land law scholarship by bridging the normative framework of

administrative authority with empirical implementation, offering recommendations for strengthening institutional governance, improving regulatory effectiveness, and promoting sustainable legal certainty in Indonesia's national land registration system.

Keywords: Empirical Legal Research; Land Governance; Legal Authority; Legal Certainty; National Land Agency; Systematic Complete Land Registration (PTSL).

INTRODUCTION

Land registration constitutes one of the fundamental pillars of legal certainty within every modern legal system. A comprehensive land registration system not only establishes formal recognition of land ownership but also functions as a legal instrument for preventing disputes, supporting economic development, facilitating investment, and strengthening public trust in state institutions. In Indonesia, the constitutional mandate to ensure legal certainty over land rights is embodied in Article 33 paragraph (3) of the 1945 Constitution and further operationalized through the Basic Agrarian Law (Law No. 5 of 1960) and Government Regulation No. 24 of 1997 concerning Land Registration. Nevertheless, despite decades of regulatory development, millions of land parcels have remained unregistered, resulting in overlapping ownership claims, prolonged land disputes, administrative inefficiencies, and limited access to formal economic opportunities. These challenges have encouraged the Indonesian government to introduce the Systematic Complete Land Registration (Pendaftaran Tanah Sistematis Lengkap/PTSL) program as a strategic national policy to accelerate land registration while simultaneously strengthening legal certainty and promoting sustainable land governance.¹

PTSL represents a significant departure from previous land registration initiatives, including the National Agrarian Operations Project (PRONA), the Land Administration Project (PAP), the Land Management and Policy Development Project (LMPDP), and mobile land services (LARASITA). Unlike these earlier programs, PTSL adopts a comprehensive village-based registration approach that covers all land parcels within a designated administrative area, regardless of whether they have previously been registered. This comprehensive approach is regulated under the Regulation of the Minister of Agrarian Affairs and Spatial Planning/National Land Agency No. 6 of 2018, which functions as a *lex specialis* complementing Government Regulation No. 24 of 1997. Through this framework, the government seeks not only to increase the number of certified land parcels but also to establish a complete national

¹ Muhammad Amin, Asnawi Mubarak, and Rio Arif Pratama, "Evaluation of the Implementation of the Complete Systematic Land Registration Program," *PAMALI: Pattimura Magister Law Review* 5, no. 3 (December 2025): 490–502, <https://doi.org/10.47268/pamali.v5i3.3279>.

cadastal database capable of supporting legal certainty, spatial planning, taxation, investment, and agrarian reform.²

The implementation of PTSL places the National Land Agency (Badan Pertanahan Nasional/BPN) at the center of administrative responsibility. As the institution entrusted with land administration, BPN exercises extensive statutory authority encompassing land data collection, verification of physical and juridical information, adjudication, certification, and coordination with local governments and communities. Consequently, the effectiveness of PTSL depends not merely on the existence of an adequate legal framework but also on the institutional capacity of BPN to translate statutory authority into effective administrative practice. In this respect, the relationship between legal authority and practical implementation becomes a critical issue for evaluating whether Indonesia's land registration policy genuinely fulfills its constitutional objective of providing legal certainty for all citizens.³

Although PTSL has demonstrated considerable progress in increasing the number of registered land parcels nationwide, implementation remains characterized by persistent institutional and socio-legal challenges. Many communities continue to perceive land registration as financially burdensome because, despite the absence of registration fees, applicants remain responsible for associated administrative expenses, including taxes, boundary demarcation, document preparation, and supporting legal documentation. In addition, unequal public understanding of PTSL procedures, limited legal awareness regarding land registration, inadequate boundary identification, inconsistent administrative documentation, and varying levels of trust in government institutions frequently reduce community participation. These challenges are further compounded by limited financial resources, shortages of qualified personnel, increasing workloads, and coordination difficulties among central government agencies, local governments, village administrations, and community stakeholders. Consequently, the implementation of PTSL often reveals a noticeable gap between the normative objectives prescribed by legislation and the realities encountered during field implementation.⁴

The persistence of these implementation challenges indicates that discussions concerning PTSL should not be confined solely to administrative performance indicators or the number of certificates issued. Rather, greater scholarly attention is

² Atiqah Istiana, "The Effectiveness of the Complete Systematic Land Registration (PTSL) Program for Land Rights," *Sovereign: International Journal of Law* 5, nos. 1–2 (June 2023): 58–75, <https://doi.org/10.37276/sijl.v5i1-2.39>.

³ Muhammad Yamin Lubis et al., "Analysis of Complete Systematic Land Certification (PTSL) to Increase the Economic Value of Community Land," *Mabadi: Indonesia Journal of Law* 5, no. 01 (March 2026): 69–81.

⁴ Anna Martina Anggitasari, Made Warka, and Sjaifurrachman Sjaifurrachman, "The Concept of Complete Systematic Land Registration (PTSL) in Providing Legal Certainty Guarantees to Land Rights Holders," *International Journal of Sociology and Law* 2, no. 3 (July 2025): 59–76, <https://doi.org/10.62951/ijsl.v2i3.716>.

required to examine how the statutory authority granted to BPN is exercised within complex institutional environments and how legal norms interact with administrative realities. From a juridical perspective, authority is not merely a formal delegation of governmental power but also encompasses accountability, procedural legality, institutional coordination, and public service effectiveness. Therefore, understanding the relationship between legal authority and implementation practice becomes essential for evaluating whether the current governance framework sufficiently supports the realization of legal certainty in land administration.⁵

Existing studies have examined PTSL from various perspectives, yet significant research gaps remain. The first group of studies primarily evaluates the effectiveness of PTSL implementation by emphasizing quantitative achievements, service delivery, or community satisfaction.⁶ These studies generally conclude that PTSL contributes positively to accelerating land certification but devote limited attention to the juridical implications of institutional authority and administrative accountability. Consequently, the relationship between statutory authority and implementation effectiveness remains insufficiently explored. A second body of literature investigates the legal certainty generated through land certification under PTSL. While these studies demonstrate that land certificates strengthen the evidentiary status of ownership and reduce legal uncertainty, they largely conceptualize legal certainty as an outcome rather than examining the institutional processes through which BPN exercises its authority to achieve that outcome. As a result, limited attention has been devoted to understanding how institutional practices influence the realization of legal certainty in everyday administrative settings.⁷

The third stream of research adopts socio-economic or governance perspectives by discussing community participation, public awareness, administrative services, or agrarian reform.⁸ Although these studies successfully identify practical obstacles affecting PTSL implementation, they generally overlook the interaction between legal norms, administrative discretion, institutional coordination, and the exercise of

⁵ Riza Nurhaidy Rahman, "Problems of Complete Systematic Land Registration (PTSL) In The Process of Land Registration In Indonesia," *Journal of Law, Politic and Humanities* 4, no. 5 (July 2024): 1446–1458, <https://doi.org/10.38035/jlph.v4i5.480>.

⁶ Nindha Almira and Nurhaslita Sari, "Efektivitas Program Pendaftaran Tanah Sistematis Lengkap (PTSL) Di Badan Pertanahan Nasional (BPN) Aceh Barat," *Journal of Social and Policy Issues*, September 30, 2022, 130–134, <https://doi.org/10.58835/jspi.v2i3.9>.

⁷ Yusmiarni Yusmiarni, Hardimen Hardimen, and Taufik Yuris Alzera, "Implementasi Peraturan Menteri Agraria Dan Tata Ruang/Kepala Badan Pertanahan Nasional Republik Indonesia Nomor 6 Tahun 2018 Tentang Pendaftaran Tanah Sistematis Lengkap (Studi Di Kantor Pertanahan Kabupaten Pasaman)," *Jurnal Thengkyang* 10, no. 1 (September 2025): 57–70.

⁸ Fritz Hotman Syahmahita Damanik et al., "Community Participation in the Public Decision Process: Realizing Better Governance in Public Administration," *Global International Journal of Innovative Research* 1, no. 2 (March 2024): 88–96, <https://doi.org/10.59613/global.v1i2.12>.

governmental authority. Thus, previous research tends to separate legal analysis from empirical administrative practice rather than integrating both dimensions within a single analytical framework.

These limitations reveal a clear research gap. Previous studies predominantly focus on either regulatory provisions or implementation outcomes without systematically examining how the National Land Agency exercises its legal authority in bridging the normative framework governing PTSL and the practical realities encountered during implementation. Furthermore, relatively few empirical juridical studies integrate statutory analysis with field evidence to evaluate the effectiveness of institutional authority in delivering legal certainty through systematic land registration. This study addresses that gap by adopting an empirical juridical approach that combines normative legal analysis with field research involving relevant stakeholders responsible for implementing PTSL. Rather than merely assessing implementation success or identifying operational obstacles, this research examines how the National Land Agency operationalizes its statutory authority, coordinates with government institutions and local communities, addresses administrative constraints, and transforms legal mandates into effective public services. In doing so, the study provides a more comprehensive understanding of the relationship between administrative authority, institutional governance, and legal certainty within Indonesia's land registration system.

The novelty of this research lies in three principal contributions. First, it develops an integrated analytical framework that bridges normative legal authority and empirical administrative practice in evaluating PTSL implementation. Second, it reconceptualizes the authority of the National Land Agency not merely as a formal legal competence but as an institutional governance mechanism requiring coordination, accountability, transparency, and public engagement. Third, the study proposes a juridical governance perspective for strengthening land registration by integrating legal certainty with institutional effectiveness, thereby expanding contemporary scholarship on land administration and administrative law in developing legal systems.

Based on these considerations, this study is guided by the following research question: How does the National Land Agency exercise its legal authority in implementing Systematic Complete Land Registration (PTSL), and to what extent does the interaction between legal norms and administrative practice influence the realization of legal certainty in land registration? The significance of this research is both theoretical and practical. Theoretically, it enriches the literature on administrative law, land law, and public governance by offering an integrated empirical-juridical perspective on the exercise of governmental authority in land registration. Practically, the findings provide evidence-based recommendations for policymakers, the National Land Agency, and local governments to strengthen institutional coordination, improve regulatory implementation, enhance public participation, and reinforce legal certainty

within Indonesia's ongoing land registration reform. Ultimately, by bridging law and practice, this study contributes to the development of a more accountable, effective, and sustainable national land governance system.

METHOD

This study employed an empirical juridical field research design using a socio-legal approach to examine the implementation of the National Land Agency's authority in the Systematic Complete Land Registration (PTSL) program. This approach was selected because it enables an integrated analysis of the normative legal framework governing PTSL alongside its practical implementation within public administration. Field research was conducted at the National Land Agency (Badan Pertanahan Nasional/BPN) office to obtain empirical evidence regarding institutional authority, administrative practices, and implementation challenges. Primary data were collected through semi-structured interviews with officials directly responsible for PTSL implementation, particularly the Head of the PTSL Section, complemented by field observations of administrative procedures and documentation. Secondary data consisted of primary legal materials, including the Basic Agrarian Law (Law No. 5 of 1960), Government Regulation No. 24 of 1997 on Land Registration, Regulation of the Minister of Agrarian Affairs and Spatial Planning/National Land Agency No. 6 of 2018 concerning Systematic Complete Land Registration, Presidential Regulation No. 48 of 2020 concerning the National Land Agency, and other relevant statutory instruments. Secondary sources, including scholarly journal articles, books, policy reports, and previous empirical studies related to land administration and administrative law, further supported these legal materials.

The collected data were analyzed qualitatively using an interactive analytical model comprising data reduction, data organization, thematic categorization, interpretation, and conclusion drawing. The analysis focused on identifying the relationship between the statutory authority of the National Land Agency and the realities of PTSL implementation, as well as evaluating the institutional and socio-legal factors influencing program effectiveness. To ensure the credibility and trustworthiness of the findings, this study employed data triangulation by comparing information obtained from interviews, field observations, legal documents, and academic literature. In addition, source triangulation and methodological triangulation were applied to verify the consistency of empirical evidence across different data sources and collection techniques. The validity of legal interpretation was further strengthened through systematic examination of applicable legislation and comparison with contemporary scholarly perspectives, thereby ensuring that the findings accurately reflect both the normative dimensions of land law and the empirical realities of PTSL implementation.

RESULTS AND DISCUSSION

Challenges in the Implementation of Systematic Complete Land Registration (PTSL)

The implementation of the Systematic Complete Land Registration (Pendaftaran Tanah Sistematis Lengkap/PTSL) program constitutes one of the Indonesian government's strategic policies to accelerate nationwide land registration while strengthening legal certainty over land ownership. This policy reflects the state's commitment to establishing an orderly land administration system capable of supporting legal protection, reducing land disputes, promoting investment, and improving public welfare. Within this framework, the National Land Agency (Badan Pertanahan Nasional/BPN) serves as the principal institution entrusted with implementing land registration in accordance with the mandate of the Basic Agrarian Law (Law No. 5 of 1960), Government Regulation No. 24 of 1997 concerning Land Registration, and the Regulation of the Minister of Agrarian Affairs and Spatial Planning/National Land Agency No. 6 of 2018 concerning Systematic Complete Land Registration. Consequently, the effectiveness of PTSL implementation depends not only on the adequacy of the legal framework but also on the institutional capacity of BPN to translate statutory authority into effective administrative practice.⁹

The empirical findings demonstrate that the implementation of PTSL in Deli Serdang Regency has shown considerable progress since its introduction in 2017. The region has become one of the priority areas for implementing the national land registration acceleration program because of its extensive administrative territory, consisting of 22 sub-districts and 394 villages and urban wards. The geographical diversity and the large number of land parcels requiring registration present significant administrative challenges for the local land office. Nevertheless, the PTSL program has succeeded in increasing the number of registered land parcels each year, thereby contributing to the government's objective of establishing a comprehensive national cadastral database.¹⁰

The legal foundation for implementing PTSL is closely associated with Article 19 paragraph (1) of the Basic Agrarian Law, which stipulates that the government shall conduct land registration throughout the territory of Indonesia to guarantee

⁹ Nur Asyqa Djumada Asyqa, "Legal Certainty behind Administrative Success: A Critical Review of the Systematic Land Registration Program (PTSL) in Indonesia," *Multidisciplinary Science Journal*, no. | Accepted Articles (August 2025), <https://malque.pub/ojs/index.php/msj/article/view/11681>.

¹⁰ Rayani Saragih and Hanna Niken, "Implementasi Permen ATR/BPN RI No. 6 Tahun 2018 Tentang Percepatan Pendaftaran Tanah Sistematis Lengkap di Kantor Pertanahan Kabupaten Deli Serdang," *Journal of Education, Humaniora and Social Sciences (JEHSS)* 4, no. 4 (May 2022): 2063–2073, <https://doi.org/10.34007/jehss.v4i4.1003>.

legal certainty.¹¹ From the perspective of legal theory, legal certainty does not merely refer to the existence of written legislation but also to the consistent implementation of legal norms in administrative practice.¹² Sudikno Mertokusumo argues that legal certainty can only be realized when legal provisions are implemented consistently and predictably. Similarly, Utrecht emphasizes that legal certainty embodies two inseparable dimensions: first, the existence of general legal rules enabling citizens to understand their rights and obligations; and second, protection against arbitrary governmental action. Therefore, evaluating the implementation of PTSL requires assessing not only regulatory compliance but also the extent to which statutory authority effectively produces legal certainty for landowners.¹³

Despite the comprehensive legal framework governing PTSL, the field findings reveal that the implementation of the program has not yet fully achieved the government's expected targets.¹⁴ Although thousands of land certificates have been issued annually, a substantial number of land parcels remain unregistered, unverified, or unmapped. Consequently, legal certainty over land ownership remains incomplete, while unresolved ownership issues continue to create legal vulnerability for affected communities. These findings suggest that accelerating land registration cannot be measured solely through quantitative certification outputs but must also consider institutional effectiveness and public participation throughout the registration process.¹⁵

The empirical data indicate considerable fluctuations in the annual number of land certificates issued under the PTSL program, reflecting both institutional achievements and implementation constraints.

¹¹ Noor Lizza Mohamed Said, Mohamad Mu'az Fakhri Aziz, and Mahmood Shaker Abood Alaloosh, "Sustainability of Waqf Zurri: Legal Analysis of Malaysia and Indonesia," *Nusantara: Journal of Law Studies* 5, no. 2 (July 2026): 798–824, <https://doi.org/10.66325/nusantaralaw.v5i2.259>.

¹² Asiah Aqilah Abdul Ghani et al., "Navigating Legal Constraints in Asnaf Housing Development on Waqf Land in Malaysia," *Nusantara: Journal of Law Studies* 5, no. 2 (2026): 902–936, <https://doi.org/10.66325/nusantaralaw.v5i2.218>.

¹³ Olga Mardiana, "Implementasi Pelaksanaan pendaftaran Tanah Sistematis Lengkap Berdasarkan Peraturan Menteri Agraria dan Tata Ruang/ Kepala Badan Pertanahan Nasional Republik Indonesia Nomor 6 Tahun 2018 Tentang Pendaftaran Tanah Sistematis Lengkap Oleh Badan Pertanahan," *Juhanperak* 1, no. 2 (October 2020): 35–47.

¹⁴ Fenk Hasan, "National Belonging and Its Relationship with Psychological Security Among University Students," *Al-Biruni Journal of Humanities and Social Sciences*, January 15, 2026, 1, <https://doi.org/10.64440/BIRUNI/BIR0012>.

¹⁵ Sri Sulistio Adimansyah, "Penerapan Peraturan Menteri Agraria Dan Tata Ruang/ Kepala BPN Nomor 6 Tahun 2018 Tentang PTSL Sebagai Upaya Memitigasi Sengketa Pertanahan (Studi Kasus Kantor Pertanahan Kabupaten Boalemo)," *Menulis: Jurnal Penelitian Nusantara* 1, no. 6 (June 2025): 886–900, <https://doi.org/10.59435/menulis.v1i6.459>.

Year	Number of PTSL Land Certificates Issued
2018	16,728
2019	10,980
2020	1,303
2021	21,586
2022	18,922
2023	27,197
2024	45,450
Total	142,166

Source: National Land Agency of Deli Serdang Regency (processed by the researcher).

Table 1 demonstrates that although certificate issuance increased significantly in recent years, annual performance remained inconsistent. The sharp decline recorded in 2020, followed by substantial recovery during subsequent years, illustrates that PTSL implementation is strongly influenced by institutional readiness, administrative capacity, and external conditions. Therefore, the increasing number of certificates should not automatically be interpreted as evidence that all legal and administrative challenges have been resolved.

Field interviews further reveal six principal obstacles affecting the implementation of PTSL. These include: (1) low public interest in participating in PTSL; (2) financial burdens arising from taxes and administrative costs, including Income Tax (PPh Final PHTB) and Land and Building Acquisition Duty (BPHTB); (3) inadequate dissemination of information regarding PTSL procedures; (4) limited public awareness concerning boundary demarcation requirements; (5) unclear legal status of land ownership; and (6) declining public trust in the National Land Agency. These obstacles are interrelated and collectively influence the effectiveness of the registration process. Among these factors, limited community participation emerged as the most dominant challenge.¹⁶ Interviews with BPN officials indicate that many landowners still perceive land registration as unnecessary, particularly when they have occupied their land for decades without experiencing ownership disputes. This perception reflects relatively low levels of legal awareness rather than outright rejection of government policy. Many community members continue to regard traditional documents such as *Letter C*, village certificates, or customary recognition as sufficient evidence of ownership, despite their comparatively weaker evidentiary value within Indonesia's formal legal system. Consequently, the absence of a land certificate is frequently considered acceptable until disputes arise.

¹⁶ Nova Yarsina et al., “Ulayat Land Registration in Providing Legal Certainty through Certification Based on the Principle of Justice,” *Nusantara: Journal of Law Studies* 5, no. 1 (March 2026): 187–204, <https://doi.org/10.66325/nusantaralaw.v5i1.121>.

Financial considerations also constitute a major barrier. Although the government funds the PTSL program itself, participants remain responsible for several complementary expenses, including document preparation, boundary marker installation, stamp duties, and applicable taxes such as PPh Final, PHTB, and BPHTB. For economically vulnerable households, these additional costs create a significant disincentive to participate. Moreover, village administrations frequently incur operational expenses while assisting BPN during field implementation. Because these operational activities are not fully covered by government funding, certain villages collect community contributions to support administrative activities. While intended to facilitate implementation, these contributions are often perceived by residents as additional registration costs, thereby reducing public enthusiasm for the program.

Another important obstacle concerns inadequate public information regarding PTSL. Although BPN has conducted public outreach activities, interviews indicate that many residents remain unfamiliar with registration procedures, documentary requirements, implementation schedules, and the legal benefits of obtaining land certificates. Communication has frequently relied on conventional methods, limiting access for communities residing in geographically dispersed areas or for citizens with limited interaction with government institutions. As a result, misinformation and uncertainty continue to discourage participation.¹⁷

The findings further reveal that boundary demarcation remains a recurring technical problem. Many landowners have not installed permanent boundary markers before field measurements are conducted. In some cases, neighboring landowners disagree regarding parcel boundaries, while in others the physical limits of land parcels have changed over time due to inheritance, informal transactions, or land use changes. These circumstances complicate cadastral surveys and increase the possibility of overlapping ownership claims. Consequently, administrative verification becomes substantially more time-consuming, delaying certificate issuance and reducing implementation efficiency.

Unclear land ownership status also represents a significant legal challenge. Several parcels remain subject to overlapping ownership claims, inheritance disputes, absentee ownership, or incomplete documentary evidence. Under these circumstances, BPN cannot proceed directly with certification because the principle of legal certainty requires verification of both physical and juridical data before rights can be formally recognized. Accordingly, unresolved legal disputes

¹⁷ Adimansyah, "Penerapan Peraturan Menteri Agraria Dan Tata Ruang/ Kepala BPN Nomor 6 Tahun 2018 Tentang PTSL Sebagai Upaya Memitigasi Sengketa Pertanahan (Studi Kasus Kantor Pertanahan Kabupaten Boalemo)."

inevitably postpone registration until ownership status has been clarified through administrative or judicial mechanisms.¹⁸

Public trust likewise plays a crucial role in determining the success of PTSL implementation. The interviews suggest that some communities remain skeptical regarding government land administration, partly because previous administrative experiences have generated perceptions of bureaucratic complexity and hidden costs. Trust is further weakened when registration targets are not achieved or when implementation delays occur. Consequently, institutional legitimacy becomes as important as legal authority in ensuring successful implementation.¹⁹

From a theoretical perspective, these findings can be comprehensively interpreted using Lawrence M. Friedman's Legal System Theory, which identifies legal substance, legal structure, and legal culture as the three essential components of legal effectiveness. First, the legal substance governing land registration has provided a relatively comprehensive regulatory framework through the Basic Agrarian Law, Government Regulation No. 24 of 1997, and Ministerial Regulation No. 6 of 2018. Nevertheless, the existing legal framework has not yet succeeded in fully encouraging voluntary compliance among citizens because it relies primarily on persuasive rather than coercive mechanisms. Although Article 23 of the Basic Agrarian Law requires the registration of land ownership and subsequent transfers, the absence of effective enforcement mechanisms reduces compliance incentives.

Second, the legal structure demonstrates both strengths and limitations. The National Land Agency possesses clear statutory authority and has established institutional mechanisms for implementing PTSL. However, shortages of financial resources, administrative personnel, logistical support, and intergovernmental coordination continue to constrain implementation capacity. Consequently, institutional authority alone cannot guarantee successful policy implementation without adequate organizational support.²⁰

Third, legal culture constitutes perhaps the most influential factor affecting PTSL implementation. Community perceptions regarding land ownership,

¹⁸ Suyikati Suyikati, "Pelaksanaan Pendaftaran Tanah Sistematis Lengkap (Ptl) Berdasarkan Peraturan Menteri Agraria dan Tata Ruang/Kepala Badan Pertanahan Nasional Nomor 6 Tahun 2018 Di Bpn Kota Yogyakarta," *Widya Pranata Hukum: Jurnal Kajian Dan Penelitian Hukum* 1, no. 2 (October 2019): 108–122, <https://doi.org/10.37631/widyapranata.v1i2.43>.

¹⁹ Mohamad Subli et al., "Green Investment in Contemporary Islamic Perspective: A Maqasid al-Syari'ah Analysis of the Mining Industry in Morowali," *MILRev: Metro Islamic Law Review* 4, no. 1 (April 2025): 156–183, <https://doi.org/10.32332/milrev.v4i1.10269>.

²⁰ Riza Zulfikar et al., "Digital Land Registration Transformation: Does Indonesia's PTSL Program Guarantee Legal Certainty, Equity, And Justice?," *Petita: Jurnal Kajian Ilmu Hukum Dan Syariah* 11, no. 1 (April 2026): 327–348, <https://doi.org/10.22373/petita.v11i1.951>.

limited awareness of legal protection, reliance on customary evidence of ownership, and relatively low institutional trust significantly influence public willingness to register land. In this respect, the effectiveness of land registration depends not only upon regulatory quality but also upon the willingness of society to internalize legal norms as part of everyday social practice.²¹

Overall, the findings indicate that the principal challenges facing PTSL implementation extend beyond administrative or technical concerns. Rather, they reflect a complex interaction among legal norms, institutional governance, and community legal culture. Therefore, strengthening legal certainty through PTSL requires not only improved administrative efficiency but also broader institutional reforms aimed at enhancing public legal awareness, strengthening intergovernmental coordination, increasing financial support, and fostering greater public trust in land administration. These findings reinforce the central argument of this study that bridging the gap between law and practice is essential for realizing the objectives of Indonesia's systematic land registration policy.

The Role of the National Land Agency in the Implementation of Systematic Complete Land Registration (PTSL)

The effectiveness of the Systematic Complete Land Registration (Pendaftaran Tanah Sistematis Lengkap/PTSL) program is inseparable from the institutional role of the National Land Agency (Badan Pertanahan Nasional/BPN) as the principal government authority responsible for land administration in Indonesia. As the institution entrusted with implementing national land policies, BPN performs not merely administrative functions but also constitutional responsibilities to guarantee legal certainty, legal protection, and orderly land administration. Within the framework of PTSL, BPN serves as the leading institution responsible for translating statutory mandates into practical administrative actions that enable citizens to obtain formal recognition of their land rights. Consequently, evaluating the implementation of PTSL requires an assessment of how BPN exercises its legal authority in practice and whether such authority has effectively bridged the gap between legal norms and empirical realities.²²

The legal authority of BPN is principally derived from Presidential Regulation No. 48 of 2020 concerning the National Land Agency, which positions BPN as a non-ministerial government institution directly accountable to the President. Under Article 3 of the Regulation, BPN is entrusted with a broad spectrum of responsibilities, including the formulation and implementation of policies

²¹ Fatahussalam Zaenuddin, Hemalia Zahra, and Inka Febby Rahmayanti, "Optimizing Systematic Land Registration (PTSL) to Enhance Legal Certainty of Land Ownership Rights: Collaboration with Religious Value in Indonesia," *Religion and Policy Journal* 2, no. 1 (October 2024): 33–40, <https://doi.org/10.15575/rpj.v2i1.934>.

²² Zaenuddin, Zahra, and Rahmayanti.

relating to land surveying and mapping, land registration, land rights administration, land redistribution, land dispute resolution, spatial planning, land information management, institutional supervision, research, and human resource development. These statutory powers demonstrate that BPN's authority extends beyond issuing land certificates to encompass comprehensive governance of Indonesia's land administration system. Therefore, the implementation of PTSL represents one of the most important manifestations of BPN's administrative authority in realizing the constitutional objective of legal certainty over land ownership.²³

Field findings indicate that the National Land Agency in Deli Serdang Regency has exercised its authority in accordance with the prevailing legal framework by implementing all procedural stages prescribed under the Regulation of the Minister of Agrarian Affairs and Spatial Planning/National Land Agency No. 6 of 2018 concerning Systematic Complete Land Registration. These stages include planning and preparation, determination of implementation areas, establishment of adjudication committees, public outreach, collection of physical and juridical data, land verification, public announcement of land data, recognition or granting of land rights, registration and certification, and finally the distribution of land certificates to eligible landowners. Compliance with these procedural requirements demonstrates that BPN has sought to ensure that every certificate issued through PTSL possesses strong legal validity and fulfills the principles of transparency, accountability, and due process.²⁴

The empirical evidence reveals that the institutional role of BPN extends beyond administrative processing. Rather than functioning solely as a certification agency, BPN acts as a coordinating institution responsible for integrating various governmental and community stakeholders throughout the implementation process. Because PTSL is implemented simultaneously across entire villages, its success depends heavily on coordination among district governments, village administrations, local community leaders, and residents. Consequently, effective implementation requires collaborative governance rather than purely bureaucratic administration.²⁵

One of the most significant institutional roles performed by BPN is coordination with sub-district administrations, village governments, and local communities. This coordination begins during the planning phase, when

²³ Nurul Amelia Usman, Herlina Sakawati, and Muh Nur Yamin, "Complete Systematic Land Registration (PTSL) Services at The National Land Agency Office Gowa Regency," *Perkembangan Kajian Sosial* 3, no. 1 (July 2026): 31–40, <https://doi.org/10.69616/perkasa.v3i1.299>.

²⁴ Wawancara dengan Bapak Herlan Murtiyanto, tanggal 12 Juni 2024, jam 10. WIB.

²⁵ Ressa Yusdiana Putri, Yana Fajar FY Basori, and Dine Meigawati, "The Effectiveness Of The Complete Systematic Land Registration Program In The Issuance Of Land Certificates At ATR/BPN Kantah Sukabumi City," *Devotion : Journal of Research and Community Service* 4, no. 2 (February 2023): 482–488, <https://doi.org/10.59188/devotion.v4i2.379>.

implementation locations are determined, and continues throughout data collection, public consultation, verification of ownership documents, and certificate distribution. Village governments play an indispensable role because they possess detailed knowledge of local land ownership patterns, customary boundaries, inheritance histories, and demographic information. Through cooperation with village officials, BPN is able to verify ownership claims more accurately while simultaneously minimizing administrative disputes during land registration.²⁶

Public education also constitutes a central component of BPN's institutional strategy. Interviews conducted during this research indicate that BPN regularly organizes socialization meetings in villages selected for PTSL implementation to explain registration procedures, documentary requirements, legal benefits, and implementation schedules. These outreach activities seek to improve legal awareness by informing citizens that land certificates provide stronger legal protection than informal ownership documents. The findings suggest that legal awareness significantly influences citizens' willingness to participate in land registration. Accordingly, socialization activities function not merely as administrative procedures but also as mechanisms for cultivating a stronger legal culture within society.²⁷

Beyond conventional public meetings, BPN has introduced several practical strategies to increase community participation. One notable initiative involves organizing public certificate distribution ceremonies attended by local government officials. Such events serve two important purposes. First, they publicly demonstrate the successful completion of the registration process, thereby strengthening public confidence in government institutions. Second, they provide visible evidence that the registration process ultimately results in legally recognized ownership documents, encouraging neighboring landowners who have not yet participated to register their land. Consequently, certificate distribution ceremonies function as an important instrument for enhancing institutional legitimacy.

The empirical findings further indicate that BPN has adopted a proactive door-to-door approach in areas where community participation remains low. Instead of relying solely on residents to visit government offices, PTSL officers conduct direct visits to households, explain registration procedures, verify ownership documents, and encourage participation. This approach has proven

²⁶ Sri Rahayu Mootalu, "The Effectiveness Of The National Land Agency In Implementing The Complete Systemic Land Registration Program," *Estudiante Law Journal* 2, no. 3 (October 2020): 511–529, <https://doi.org/10.33756/eslaj.v2i3.14781>.

²⁷ Vania Wilfi, Amelia Sri Kusuma Dewi, and Dyah Widhiawati, "Analysis of the Implementation of ATR/BPN Regulation No. 3 of 2023 concerning the Issuance of Electronic Documents," *JUSTISI* 11, no. 3 (July 2025): 781–795, <https://doi.org/10.33506/js.v11i3.4373>.

particularly effective in rural communities where limited transportation, geographical distance, or inadequate access to information often discourage citizens from initiating land registration independently. Through direct interaction, officers are also able to identify administrative obstacles affecting individual landowners and provide immediate guidance regarding documentary requirements.

Another significant institutional initiative concerns public education on boundary demarcation. Many implementation delays originate from disputes regarding parcel boundaries or the absence of permanent boundary markers before cadastral surveys are conducted. To address this issue, BPN collaborates with village heads and neighborhood leaders to educate residents about the legal importance of clearly identifying land boundaries before measurements are undertaken. This preventive strategy not only facilitates more efficient surveying but also reduces the likelihood of future ownership disputes among neighboring landowners.

The findings also demonstrate that coordination between BPN and local government authorities constitutes an essential component of effective PTSL implementation. Periodic coordination meetings are conducted to evaluate implementation progress, identify emerging administrative obstacles, and formulate joint policy responses. These meetings enable BPN to communicate implementation challenges directly to district authorities while simultaneously securing administrative and financial support for ongoing registration activities. Such intergovernmental coordination reflects the collaborative nature of contemporary land governance, where institutional effectiveness depends upon cooperation among multiple public agencies rather than isolated bureaucratic action.

One concrete outcome of this coordination concerns the determination of community contributions associated with PTSL implementation. According to interview findings, discussions between BPN and the district government resulted in an agreement establishing standardized community contributions for administrative expenses while also determining local policies regarding BPHTB reductions. These measures were intended to reduce financial burdens on applicants, thereby increasing public willingness to participate in the registration program. Although financial constraints remain an important challenge, coordinated policymaking demonstrates the government's commitment to balancing administrative sustainability with public accessibility.

The role of BPN in implementing PTSL can also be interpreted through Soerjono Soekanto's theory of legal effectiveness, which argues that successful implementation of legal norms depends upon five interrelated factors: legal substance, law enforcement institutions, supporting facilities, society, and legal culture. The findings indicate that BPN has performed relatively well in

implementing the legal substance governing PTSL through adherence to statutory procedures. Institutional commitment among BPN officers also appears sufficiently strong, as evidenced by extensive field coordination and proactive public engagement. Nevertheless, the remaining three factors—supporting facilities, public participation, and legal culture—continue to constrain implementation effectiveness. Limited financial resources, inadequate operational support, and relatively low levels of public legal awareness reduce the capacity of BPN to realize the objectives prescribed by the regulatory framework fully.²⁸

These findings further support Roscoe Pound's conception of law as a tool of social engineering. The implementation of PTSL illustrates that legal reform alone cannot automatically transform social behavior. Although the legal framework clearly obliges and facilitates land registration, many citizens continue to rely upon informal ownership arrangements or customary recognition. Consequently, BPN's role extends beyond enforcing legal rules to actively encouraging behavioral change through education, communication, institutional trust-building, and collaborative governance. In this respect, the agency performs not only regulatory functions but also developmental and social functions aimed at fostering a stronger legal culture.²⁹

Overall, the empirical findings indicate that the National Land Agency has exercised its statutory authority in accordance with applicable legal provisions while simultaneously adopting adaptive institutional strategies to overcome practical implementation challenges. Coordination with village governments, public outreach, door-to-door services, community education, and collaboration with local governments collectively demonstrate that BPN's authority is exercised not merely through hierarchical administrative control but through participatory governance involving multiple stakeholders. Nevertheless, the effectiveness of these initiatives remains influenced by broader structural challenges, including financial limitations, administrative capacity, and varying levels of public legal awareness.³⁰

Accordingly, this study finds that the role of the National Land Agency in implementing PTSL should be understood not simply as the execution of

²⁸ Mutia Siti Damayanti, Yana Fajar FY Basori, and Dian Purwanti, "Effectiveness of Complete Systematic Land Registration Services (PTSL) at ATR/BPN Sukabumi City Land Office From 2022-2024," *International Journal of Social Sciences and Humanities* 4, no. 2 (June 2026): 183–198, <https://doi.org/10.55681/ijssh.v4i2.2259>.

²⁹ Rizal Aripin et al., "Implementation of the Complete Systematic Land Registration Policy (PTSL) in Tempuran District, Lemah Duhur Village," *Jurnal Hukum Dan Keadilan* 1, no. 5 (August 2024): 41–49, <https://doi.org/10.61942/jhk.v1i5.204>.

³⁰ Rizal Aripin et al., "Implementation of the Complete Systematic Land Registration Policy (PTSL) in Tempuran District, Lemah Duhur Village," *Jurnal Hukum Dan Keadilan* 1, no. 5 (August 2024): 41–49, <https://doi.org/10.61942/jhk.v1i5.204>.

administrative procedures but as the institutional process of transforming legal authority into practical legal certainty. The success of PTSL therefore depends upon the extent to which BPN is capable of integrating regulatory compliance, institutional coordination, and community participation into a coherent governance framework. This finding directly supports the central argument of this research that strengthening legal certainty requires bridging the gap between normative legal authority and the realities of administrative practice through accountable, collaborative, and responsive land governance.

Bridging Legal Authority and Administrative Practice: Realizing Legal Certainty through the Implementation of Systematic Complete Land Registration (PTSL)

The findings of this study demonstrate that the implementation of the Systematic Complete Land Registration (Pendaftaran Tanah Sistematis Lengkap/PTSL) program extends beyond a routine administrative process of issuing land certificates. Rather, it represents the practical exercise of the National Land Agency's (Badan Pertanahan Nasional/BPN) statutory authority to transform constitutional and legislative mandates concerning land administration into tangible legal protection for citizens. Consequently, answering the research question requires an examination of two closely interconnected dimensions: how the National Land Agency exercises its legal authority in implementing PTSL and how the interaction between legal norms and administrative practice determines the realization of legal certainty in land registration.³¹

From a normative perspective, BPN derives its legal authority from a comprehensive hierarchy of Indonesian land legislation, including the Basic Agrarian Law (Law No. 5 of 1960), Government Regulation No. 24 of 1997 concerning Land Registration, Presidential Regulation No. 48 of 2020 concerning the National Land Agency, and the Regulation of the Minister of Agrarian Affairs and Spatial Planning/National Land Agency No. 6 of 2018 concerning PTSL. Collectively, these regulations establish a clear legal mandate empowering BPN to conduct land registration, verify physical and juridical land data, recognize land rights, issue certificates, maintain cadastral information, and coordinate national land administration. Accordingly, BPN possesses both attributive authority, derived directly from statutory provisions, and administrative discretion, enabling the institution to organize implementation strategies according to local conditions while remaining within the limits prescribed by law.³²

³¹ "(PDF) Legal Protection and Certainty of Land Rights through PTSL: A Review of Indonesian State Administrative Law," *ResearchGate*, ahead of print, July 7, 2026, <https://doi.org/10.63332/joph.v5i6.2161>.

³² Anna Martina Anggitasari, Made Warka, and Sjaifurrachman Sjaifurrachman, "The Concept of Complete Systematic Land Registration (PTSL) in Providing Legal Certainty

The empirical findings reveal that the exercise of this authority has been implemented through a series of structured administrative activities. Rather than limiting its role to processing registration applications, BPN actively coordinates with district governments, village administrations, local leaders, and community members throughout every stage of PTSL implementation. This coordination includes determining implementation locations, establishing adjudication committees, conducting public outreach, collecting physical and juridical evidence, verifying ownership claims, announcing registration results, issuing land certificates, and maintaining land registration records. These activities demonstrate that BPN exercises its legal authority through a collaborative governance approach that integrates legal procedures with institutional cooperation.³³

However, the findings also indicate that statutory authority alone is insufficient to guarantee successful implementation. Although the legal framework governing PTSL is relatively comprehensive, the realization of legal certainty ultimately depends upon the interaction between legal norms and administrative practice. In other words, the existence of legislation does not automatically produce effective legal protection unless administrative institutions possess the organizational capacity, financial resources, human resources, and public legitimacy necessary to implement those legal norms consistently. This interaction between law and administration constitutes the central issue identified in this study.³⁴

The field evidence demonstrates that the implementation of PTSL is influenced by multiple administrative realities that frequently extend beyond the scope of formal legal regulation. Limited public awareness, financial constraints associated with taxation and administrative expenses, unclear ownership status, incomplete documentary evidence, inadequate boundary demarcation, and relatively low institutional trust significantly affect the effectiveness of land registration. These challenges illustrate that administrative implementation operates within a complex socio-legal environment where legal norms interact continuously with social, economic, institutional, and cultural conditions.

Guarantees to Land Rights Holders,” *International Journal of Sociology and Law* 2, no. 3 (July 2025): 59–76, <https://doi.org/10.62951/ijsl.v2i3.716>.

³³ Aan Risanah and Azhima Eka Putri, “Strengthening Legal Awareness to Optimize the Implementation of the Complete Systematic Land Registration Program (PTSL),” *JlHK* 8, no. 1 (June 2026): 364–381, <https://doi.org/10.46924/jlHK.v8i1.461>.

³⁴ Suwari Raturandang and Tjempaka, “Implementation of Government Policy Through Complete Systematic Land Registration in the Context of Accelerating Certificate Services in Indonesia,” *Journal of Law, Politic and Humanities* 5, no. 2 (January 2025): 1159–1170, <https://doi.org/10.38035/jlph.v5i2.1204>.

Consequently, legal certainty should be understood not merely as the product of statutory regulation but as the outcome of successful institutional governance.³⁵

This relationship can be comprehensively explained through Lawrence M. Friedman's Legal System Theory, which argues that legal effectiveness depends upon the interaction of legal substance, legal structure, and legal culture. The legal substance governing PTSL has established clear procedures for systematic land registration through detailed statutory regulations. Nevertheless, legal substance alone cannot achieve policy objectives without effective institutional implementation. The legal structure, represented by BPN and related governmental institutions, generally functions according to the prescribed regulatory framework. However, administrative limitations—including restricted operational budgets, increasing workloads, and coordination challenges—continue to influence implementation effectiveness. Meanwhile, legal culture remains the most influential determinant because public willingness to register land depends upon legal awareness, institutional trust, and societal perceptions regarding the importance of formal land ownership documentation. These three components operate simultaneously and collectively determine whether legal certainty can be effectively realized.³⁶

The findings similarly support Soerjono Soekanto's theory of legal effectiveness, which emphasizes that the implementation of law depends upon five interconnected factors: legal rules, law enforcement institutions, supporting facilities, society, and legal culture. In the context of PTSL, BPN has generally fulfilled its responsibilities as the implementing institution by adhering to established legal procedures and adopting various administrative innovations, including public outreach, door-to-door services, and coordination with local governments. Nevertheless, supporting facilities remain insufficient in several respects, particularly regarding operational funding and administrative resources. Furthermore, public participation continues to vary considerably across communities due to differences in legal awareness and economic capacity. These findings indicate that the effectiveness of land registration depends not only upon institutional performance but also upon broader societal conditions influencing compliance with legal norms.

The empirical evidence also demonstrates that BPN has increasingly exercised its authority through responsive administrative governance rather than

³⁵ Tarisa Indriyani, Muslih Faozanudin, and Tobirin Tobirin, "Implementation of Complete Systematic Land Registration (PTSL) as an Effort to Accelerate Land Certification in Banyumas Regency: Constraints and Challenges," *Journal of Public Policy, Governance and Local Government* 1, no. 1 (February 2026): 16–30.

³⁶ Romasni Butarbutar and Achmad Arifulloh, "Implementation of Complete Systematic Land Registration (PTSL) to Obtain Legal Certainty for Owners of Ready-to-Build Plots in Sungai Pelunggut Village, Sagulung District, Batam City," *TABELLIUS: Journal of Law* 3, no. 3 (August 2025): 1251–1263.

rigid bureaucratic procedures. The adoption of community outreach programs, collaboration with village governments, public education concerning land boundaries, and direct household visits illustrates an institutional shift from passive administrative service toward participatory public administration. Such practices indicate that BPN recognizes legal certainty as a governance outcome requiring active interaction with society rather than merely administrative compliance with statutory requirements. This institutional adaptation has contributed positively to increasing community participation and reducing barriers to land registration.

Nevertheless, the findings reveal that a significant gap continues to exist between law in the books and law in action. Normatively, Indonesian land law provides comprehensive guarantees concerning land registration and legal certainty. Empirically, however, the realization of these guarantees remains constrained by practical administrative realities. This discrepancy demonstrates that legal certainty cannot be measured solely by the existence of legislation or the number of certificates issued. Instead, legal certainty depends upon the extent to which legal norms are consistently translated into transparent, accountable, efficient, and equitable administrative practices capable of addressing the diverse realities encountered within local communities.³⁷

Based on these findings, this study proposes the concept of bridging law and practice as an integrated governance model for strengthening the implementation of PTSL. Under this model, legal certainty emerges through the interaction of three mutually reinforcing dimensions. The first dimension is normative legitimacy, referring to the existence of a coherent legal framework that clearly defines institutional authority and procedural requirements. The second dimension is administrative effectiveness, encompassing institutional coordination, organizational capacity, adequate funding, transparent procedures, and responsive public services. The third dimension is social legitimacy, reflected in public trust, legal awareness, and active community participation throughout the land registration process. Legal certainty can only be fully achieved when these three dimensions function in an integrated and mutually supportive manner.³⁸

Accordingly, this study concludes that the National Land Agency exercises its legal authority not merely through the formal implementation of statutory regulations but through institutional governance that combines regulatory

³⁷ Arif Budiman, "The Implementation of the Complete Systematic Land Registration (PTSL) Program in Malang Regency Land Office," *Jurnal Ilmiah Administrasi Publik* 6, no. 3 (December 2020): 472–478, <https://doi.org/10.21776/ub.jiap.2020.006.03.17>.

³⁸ Zetria Erma, "Benefits of Implementing a Complete Systematic Land Registration Program For Community-Owned Land," *Fox Justi : Jurnal Ilmu Hukum* 15, no. 02 (April 2025): 338–49.

compliance, intergovernmental coordination, administrative innovation, and community engagement. At the same time, the realization of legal certainty is significantly influenced by the interaction between legal norms and administrative practice. While the legal framework governing PTSL provides an adequate normative foundation, its effectiveness ultimately depends upon the institutional capacity of BPN to implement those norms within diverse socio-economic and administrative contexts. Therefore, strengthening legal certainty in Indonesia's land registration system requires continuous improvement of institutional governance, enhancement of public legal awareness, expansion of administrative capacity, and sustained collaboration among governmental institutions and local communities. These findings reaffirm the central argument of this research that bridging the gap between law and practice is essential for ensuring that statutory authority produces meaningful legal certainty and sustainable land governance.

CONCLUSION

This study concludes that the National Land Agency (Badan Pertanahan Nasional/BPN) exercises its legal authority in implementing the Systematic Complete Land Registration (PTSL) program through a combination of statutory mandates, institutional coordination, and administrative practices designed to strengthen legal certainty in land registration. The implementation of PTSL has generally followed the legal framework established under the Basic Agrarian Law, Government Regulation No. 24 of 1997, Presidential Regulation No. 48 of 2020, and the Regulation of the Minister of Agrarian Affairs and Spatial Planning/National Land Agency No. 6 of 2018. In practice, BPN performs not only administrative functions related to land registration and certification but also strategic roles in coordinating with local governments, village administrations, and communities through public outreach, technical assistance, and participatory governance. Nevertheless, the study finds that the realization of legal certainty remains influenced by the interaction between legal norms and administrative realities. Major obstacles include limited public awareness, relatively low community participation, financial burdens associated with supporting administrative costs and taxation, unclear land ownership status, inadequate boundary demarcation, budgetary limitations, and varying levels of public trust in government institutions. These findings demonstrate that legal certainty cannot be achieved solely through comprehensive legislation but requires effective institutional governance supported by adequate administrative capacity and active community participation.

The findings highlight that strengthening the effectiveness of PTSL requires an integrated approach that bridges legal authority and administrative practice. Accordingly, future policy should prioritize expanding public legal education, improving intergovernmental coordination, increasing operational funding, accelerating the digitalization of land administration services, and enhancing institutional transparency to strengthen public confidence in the land registration

system. Such measures will enable BPN to exercise its statutory authority more effectively while ensuring that the objectives of legal certainty, orderly land administration, and sustainable land governance are fully realized. For future research, broader comparative studies involving multiple provinces or regions are recommended to examine variations in institutional performance and implementation outcomes across Indonesia. In addition, future studies may incorporate quantitative approaches or mixed-method designs to evaluate the impact of institutional capacity, digital land administration, public trust, and governance quality on the long-term effectiveness and sustainability of the PTSL program.

ACKNOWLEDGEMENT

The authors would like to express their sincere gratitude to the Rector of Universitas Prima Indonesia, Medan, Indonesia, for the institutional support and encouragement provided throughout the completion of this research. The authors also appreciate the academic environment and research facilities made available by the university, which significantly contributed to the successful conduct of this study. Finally, the authors extend their thanks to all individuals and institutions whose valuable support, constructive feedback, and cooperation have contributed to the completion of this research and the preparation of this manuscript.

AUTHOR CONTRIBUTIONS STATEMENT

Zetria Erma conceived the study, developed the research framework, and prepared the original draft of the manuscript. Said Rijal, as the corresponding author, coordinated the research project, designed the methodology, supervised the investigation, validated the findings, managed communication throughout the submission and peer-review process, and critically revised the manuscript. Elvira Fitriyani Pakpahan contributed to data collection, formal analysis, and interpretation of the research findings. Heriyanti conducted the literature review, assisted in data analysis, and participated in manuscript editing. Roswita Sitompul provided academic supervision, contributed to the interpretation of the results, critically reviewed the manuscript for important intellectual content, and approved the final version for publication. All authors made substantial contributions to the conception, execution, and revision of the study, approved the final manuscript, and agreed to be accountable for all aspects of the work.

AI USAGE STATEMENT

The authors declare that artificial intelligence (AI)-assisted tools were used solely to support language refinement, grammar checking, and manuscript editing during the preparation of this article. The use of AI did not contribute to the research design, data collection, data analysis, interpretation of findings, or the formulation of the study's conclusions. All intellectual content, arguments, interpretations, and final decisions

regarding the manuscript remain the sole responsibility of the authors. The authors have carefully reviewed and verified all AI-assisted outputs to ensure their accuracy, originality, and compliance with the ethical standards of scholarly publishing.

CONFLICT OF INTEREST

The authors declare that there are no conflicts of interest regarding the publication of this article. The authors have no financial, professional, institutional, or personal relationships that could have influenced the design, conduct, analysis, interpretation, or reporting of the research. All authors have approved the final version of the manuscript and affirm that the study was conducted with academic integrity, transparency, and in accordance with the ethical standards of scientific research and publication.

REFERENCES

- Adimansyah, Sri Sulistio. “Penerapan Peraturan Menteri Agraria Dan Tata Ruang/ Kepala BPN Nomor 6 Tahun 2018 Tentang PTSL Sebagai Upaya Memitigasi Sengketa Pertanahan (Studi Kasus Kantor Pertanahan Kabupaten Boalemo).” *Menulis: Jurnal Penelitian Nusantara* 1, no. 6 (June 2025): 886–900. <https://doi.org/10.59435/menulis.v1i6.459>.
- Almira, Nindha, and Nurhaslita Sari. “Efektivitas Program Pendaftaran Tanah Sistematis Lengkap (PTSL) Di Badan Pertanahan Nasional (BPN) Aceh Barat.” *Journal of Social and Policy Issues*, September 30, 2022, 130–134. <https://doi.org/10.58835/jspi.v2i3.9>.
- Amin, Muhammad, Asnawi Mubarak, and Rio Arif Pratama. “Evaluation of the Implementation of the Complete Systematic Land Registration Program.” *PAMALI: Pattimura Magister Law Review* 5, no. 3 (December 2025): 490–502. <https://doi.org/10.47268/pamali.v5i3.3279>.
- Anggitasari, Anna Martina, Made Warka, and Sjaifurrachman Sjaifurrachman. “The Concept of Complete Systematic Land Registration (PTSL) in Providing Legal Certainty Guarantees to Land Rights Holders.” *International Journal of Sociology and Law* 2, no. 3 (July 2025): 59–76. <https://doi.org/10.62951/ijsl.v2i3.716>.
- . “The Concept of Complete Systematic Land Registration (PTSL) in Providing Legal Certainty Guarantees to Land Rights Holders.” *International Journal of Sociology and Law* 2, no. 3 (July 2025): 59–76. <https://doi.org/10.62951/ijsl.v2i3.716>.
- Aripin, Rizal, Sartika Dewi, Abdul Yani, Defirstta Rahmadhani, Muhamad Sadam Ramdhani, Rizka Putri Gunawan, and Sandiya Adi Santosa.

- “Implementation of the Complete Systematic Land Registration Policy (PTSL) in Tempuran District, Lemah Duhur Village.” *Jurnal Hukum Dan Keadilan* 1, no. 5 (August 2024): 41–49. <https://doi.org/10.61942/jhk.v1i5.204>.
- . “Implementation of the Complete Systematic Land Registration Policy (PTSL) in Tempuran District, Lemah Duhur Village.” *Jurnal Hukum Dan Keadilan* 1, no. 5 (August 2024): 41–49. <https://doi.org/10.61942/jhk.v1i5.204>.
- Asyqa, Nur Asyqa Djumada. “Legal Certainty behind Administrative Success: A Critical Review of the Systematic Land Registration Program (PTSL) in Indonesia.” *Multidisciplinary Science Journal*, no. | Accepted Articles (August 2025). <https://malque.pub/ojs/index.php/msj/article/view/11681>.
- Budiman, Arif. “The Implementation of the Complete Systematic Land Registration (PTSL) Program in Malang Regency Land Office.” *Jurnal Ilmiah Administrasi Publik* 6, no. 3 (December 2020): 472–478. <https://doi.org/10.21776/ub.jiap.2020.006.03.17>.
- Butarbutar, Romasni, and Achmad Arifulloh. “Implementation of Complete Systematic Land Registration (PTSL) to Obtain Legal Certainty for Owners of Ready-to-Build Plots in Sungai Pelunggut Village, Sagulung District, Batam City.” *TABELLIUS: Journal of Law* 3, no. 3 (August 2025): 1251–1263.
- Damanik, Fritz Hotman Syahmahita, Ahadi Rerung, Muhammad Dhobit Azhary Lubis, Deni Malik, and Ismiyatun Ismiyatun. “Community Participation in the Public Decision Process: Realizing Better Governance in Public Administration.” *Global International Journal of Innovative Research* 1, no. 2 (March 2024): 88–96. <https://doi.org/10.59613/global.v1i2.12>.
- Damayanti, Mutia Siti, Yana Fajar FY Basori, and Dian Purwanti. “Effectiveness of Complete Systematic Land Registration Services (PTSL) at ATR/BPN Sukabumi City Land Office From 2022-2024.” *International Journal of Social Sciences and Humanities* 4, no. 2 (June 2026): 183–198. <https://doi.org/10.55681/ijssh.v4i2.2259>.
- Erma, Zetria. “Benefits of Implementing a Complete Systematic Land Registration Program For Community-Owned Land.” *Fox Justi: Jurnal Ilmu Hukum* 15, no. 02 (April 2025): 338–349.
- Ghani, Asiah Aqilah Abdul, Md Yazid Ahmad, Nurul Ilyana Muhd Adnan, Mohd Nasran Mohamad, Mustapha Sheikh, and Salameh Mohammad Rida Al-Omari. “Navigating Legal Constraints in Asnaf Housing Development

- on Waqf Land in Malaysia.” *Nusantara: Journal of Law Studies* 5, no. 2 (2026): 902–936. <https://doi.org/10.66325/nusantaralaw.v5i2.218>.
- Hasan, Fenk. “National Belonging and Its Relationship with Psychological Security Among University Students.” *Al-Biruni Journal of Humanities and Social Sciences*, January 15, 2026, 1. <https://doi.org/10.64440/BIRUNI/BIR0012>.
- Indriyani, Tarisa, Muslih Faozanudin, and Tobirin Tobirin. “Implementation of Complete Systematic Land Registration (PTSL) as an Effort to Accelerate Land Certification in Banyumas Regency: Constraints and Challenges.” *Journal of Public Policy, Governance and Local Government* 1, no. 1 (February 2026): 16–30.
- Istiana, Atiqah. “The Effectiveness of the Complete Systematic Land Registration (PTSL) Program for Land Rights.” *Sovereign: International Journal of Law* 5, nos. 1–2 (June 2023): 58–75. <https://doi.org/10.37276/sijl.v5i1-2.39>.
- Lubis, Muhammad Yamin, Ivana Novrinda Rambe, Erna Herlinda, Nurhadi Ahmad Juang, and Nurhimmi Falahiyati. “Analysis of Complete Systematic Land Certification (PTSL) to Increase the Economic Value of Community Land.” *Mahadi: Indonesia Journal of Law* 5, no. 01 (March 2026): 69–81.
- Mardianda, Olga. “Implementasi Pelaksanaan pendaftaran Tanah Sistematis Lengkap Berdasarkan Peraturan Menteri Agraria dan Tata Ruang/ Kepala Badan Pertanahan Nasional Republik Indonesia Nomor 6 Tahun 2018 Tentang Pendaftaran Tanah Sistematis Lengkap Oleh Badan Pertanahan.” *Juhanperak* 1, no. 2 (October 2020): 35–47.
- Mootalu, Sri Rahayu. “The Effectiveness Of The National Land Agency In Implementing The Complete Systemic Land Registration Program.” *Estudiante Law Journal* 2, no. 3 (October 2020): 511–529. <https://doi.org/10.33756/eslaj.v2i3.14781>.
- “(PDF) Legal Protection and Certainty of Land Rights through PTSL: A Review of Indonesian State Administrative Law.” *ResearchGate*, ahead of print, July 7, 2026. <https://doi.org/10.63332/joph.v5i6.2161>.
- Putri, Ressa Yusdiana, Yana Fajar FY Basori, and Dine Meigawati. “The Effectiveness Of The Complete Systematic Land Registration Program In The Issuance Of Land Certificates At ATR/BPN Kantah Sukabumi City.” *Devotion : Journal of Research and Community Service* 4, no. 2 (February 2023): 482–488. <https://doi.org/10.59188/devotion.v4i2.379>.

- Rahman, Riza Nurhaidy. "Problems of Complete Systematic Land Registration (PTSL) In The Process of Land Registration In Indonesia." *Journal of Law, Politic and Humanities* 4, no. 5 (July 2024): 1446–1458. <https://doi.org/10.38035/jlph.v4i5.480>.
- Raturandang, Suwari, and Tjempaka. "Implementation of Government Policy Through Complete Systematic Land Registration in the Context of Accelerating Certificate Services in Indonesia." *Journal of Law, Politic and Humanities* 5, no. 2 (January 2025): 1159–1170. <https://doi.org/10.38035/jlph.v5i2.1204>.
- Risanah, Aan, and Azhima Eka Putri. "Strengthening Legal Awareness to Optimize the Implementation of the Complete Systematic Land Registration Program (PTSL)." *JlHK* 8, no. 1 (June 2026): 364–381. <https://doi.org/10.46924/jlph.v8i1.461>.
- Said, Noor Lizza Mohamed, Mohamad Mu'az Fakhri Aziz, and Mahmood Shaker Abood Alaloosh. "Sustainability of Waqf Zurri: Legal Analysis of Malaysia and Indonesia." *Nusantara: Journal of Law Studies* 5, no. 2 (July 2026): 798–824. <https://doi.org/10.66325/nusantaralaw.v5i2.259>.
- Saragih, Rayani, and Hanna Niken. "Implementasi Permen ATR/BPN RI No. 6 Tahun 2018 Tentang Percepatan Pendaftaran Tanah Sistematis Lengkap di Kantor Pertanahan Kabupaten Deli Serdang." *Journal of Education, Humaniora and Social Sciences (JEHSS)* 4, no. 4 (May 2022): 2063–2073. <https://doi.org/10.34007/jehss.v4i4.1003>.
- Subli, Mohamad, Darussalam Syamsuddin, Abdul Rauf Muhammad Amin, Wahida Rahim, and Sulaiman Sulaiman. "Green Investment in Contemporary Islamic Perspective: A Maqasid al-Syari'ah Analysis of the Mining Industry in Morowali." *MILRev: Metro Islamic Law Review* 4, no. 1 (April 2025): 156–183. <https://doi.org/10.32332/milrev.v4i1.10269>.
- Suyikati, Suyikati. "Pelaksanaan Pendaftaran Tanah Sistematis Lengkap (Ptl) Berdasarkan Peraturan Menteri Agraria Dan Tata Ruang/Kepala Badan Pertanahan Nasional Nomor 6 Tahun 2018 Di Bpn Kota Yogyakarta." *Widya Pranata Hukum: Jurnal Kajian Dan Penelitian Hukum* 1, no. 2 (October 2019): 108–122. <https://doi.org/10.37631/widyapranata.v1i2.43>.
- Usman, Nurul Amelia, Herlina Sakawati, and Muh Nur Yamin. "Complete Systematic Land Registration (PTSL) Services at The National Land Agency Office Gowa Regency." *Perkembangan Kajian Sosial* 3, no. 1 (July 2026): 31–40. <https://doi.org/10.69616/perkasa.v3i1.299>.

- Wilfi, Vania, Amelia Sri Kusuma Dewi, and Dyah Widhiawati. "Analysis of the Implementation of ATR/BPN Regulation No. 3 of 2023 concerning the Issuance of Electronic Documents." *JUSTISI* 11, no. 3 (July 2025): 781–795. <https://doi.org/10.33506/js.v11i3.4373>.
- Yarsina, Nova, Ari Budianto, Marsiansyahd, and Dian Arfianto. "Ulayat Land Registration in Providing Legal Certainty through Certification Based on the Principle of Justice." *Nusantara: Journal of Law Studies* 5, no. 1 (March 2026): 187–204. <https://doi.org/10.66325/nusantaralaw.v5i1.121>.
- Yusmiarni, Yusmiarni, Hardimen Hardimen, and Taufik Yuris Alzera. "Implementasi Peraturan Menteri Agraria Dan Tata Ruang/Kepala Badan Pertanahan Nasional Republik Indonesia Nomor 6 Tahun 2018 Tentang Pendaftaran Tanah Sistematis Lengkap (Studi Di Kantor Pertanahan Kabupaten Pasaman)." *Jurnal Thengkyang* 10, no. 1 (September 2025): 57–70.
- Zaenuddin, Fatahussalam, Hemalia Zahra, and Inka Febby Rahmayanti. "Optimizing Systematic Land Registration (PTSL) to Enhance Legal Certainty of Land Ownership Rights: Collaboration with Religious Value in Indonesia." *Religion and Policy Journal* 2, no. 1 (October 2024): 33–40. <https://doi.org/10.15575/rpj.v2i1.934>.
- Zulfikar, Riza, Dani Durahman, Panji Adam Agus Putra, and Cecep Soleh Kurniawan. "Digital Land Registration Transformation: Does Indonesia's Ptsl Program Guarantee Legal Certainty, Equity, And Justice?" *Petita: Jurnal Kajian Ilmu Hukum Dan Syariah* 11, no. 1 (April 2026): 327–348. <https://doi.org/10.22373/petita.v11i1.951>.