



The Effectiveness of the Complete Systematic Land Registration Policy (PTSL) in Enhancing Legal Certainty of Land Rights

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ABSTRACT

Land registration plays a pivotal role in ensuring legal certainty and safeguarding the rights of landowners in Indonesia. A significant number of land parcels remain unregistered, thereby creating conditions conducive to disputes, overlapping claims, and administrative inefficiencies. This study seeks to evaluate the effectiveness of the Complete Systematic Land Registration (PTSL) policy in strengthening the certainty of land rights. Employing a normative legal research methodology, this investigation utilizes both legislative and conceptual approaches. The analysis relies on secondary data, encompassing primary, secondary, and tertiary legal materials gathered through comprehensive literature reviews. Qualitative data analysis was performed by examining and interpreting relevant statutes and regulations governing land registration. The findings indicate that the PTSL policy effectively enhances legal certainty through systematic registration procedures, meticulous collection of physical and juridical data, and the issuance of certificates that serve as conclusive evidence of ownership. Furthermore, the program facilitates orderly land administration and mitigates the likelihood of disputes arising from ambiguous ownership statuses. In conclusion, PTSL serves as a vital mechanism for reinforcing legal protection and ensuring certainty of land rights in Indonesia.

INTRODUCTION

Land constitutes a fundamental resource of considerable significance in the lives of the Indonesian populace (Rejekiningsih, 2016). Beyond serving as a residence, land functions as a medium for economic pursuits, developmental initiatives, and investment opportunities. The escalating value of land has rendered ownership a matter of substantial importance for both individuals and community groups (Simanjuntak et al., 2023). The assurance of land rights represents a fundamental necessity, intrinsically linked to the legal protection of rights holders (Arif & Sukirno, 2024). The guarantee of legal certainty is enshrined in Article 19 of Law Number 5 of the Year All articles published in *Bhumi: Jurnal Agraria dan Pertanahan* are licensed under a Creative Commons Attribution-ShareAlike 4.0 International license.

1960 concerning the Basic Regulation of Agrarian Principles, which mandates the government to conduct land registration throughout Indonesia. The objective of land registration is to establish certainty and legal protection through the issuance of certificates as robust evidence of rights (Rozoqn et al., 2025).

Land-related issues continue to manifest across various regions. Numerous land parcels remain unregistered, leaving owners without formal proof of legal ownership. Such circumstances are prone to engender boundary disputes, overlapping ownership claims, and tenure conflicts (Achmad, 2018). The persistent emergence of land issues underscores the ongoing challenges in realizing legal certainty. Moreover, achieving orderly land administration proves difficult when ownership data remains incompletely documented. Consequently, the government persistently accelerates land registration initiatives to afford legal protection to the community while diminishing the potential for land disputes (Khair & Assyahri, 2024). These acceleration efforts are operationalized through the Complete Systematic Land Registration Program (PTSL). This initiative constitutes the inaugural land registration activity conducted simultaneously across all registration objects within a village or sub-district area (Putrisasmita, 2023). PTSL is designed to expedite certificate issuance, broaden the scope of registered land parcels, and enhance legal certainty for the community. The program also supports the implementation of agrarian reform, a key governmental agenda aimed at fostering more orderly and transparent land governance. The simplified procedures offered through PTSL are anticipated to incentivize public participation in land registration (Cahyadhi & Nawangsari, 2022).

According to Putrisasmita, (2023) The Complete Systematic Land Registration Program (PTSL) affords enhanced legal protection through the issuance of land certificates as evidence of legal rights. Febyana et al., (2025) noted that certificate ownership augments the community's sense of security in controlling and utilizing their land. Johamran, (2026) identified discrepancies between physical and juridical data as a persistent obstacle in the certification process. Prior research has examined the advantages of land certificates and the challenges encountered during PTSL implementation. However, discussions pertaining to the effectiveness of the PTSL policy in enhancing the certainty of

land rights remain limited. Certainty of land rights encompasses not merely certificate issuance but also clarity of ownership status, legal protection for rights holders, and efforts to curtail potential land disputes. This focus underpins the rationale for conducting research on the effectiveness of the PTSL policy in enhancing the certainty of land rights.

Based on the foregoing exposition, a research gap exists that warrants further in-depth examination of the PTSL policy's effectiveness in enhancing the certainty of land rights. This focus is imperative because policy success is gauged not solely by the attainment of administrative targets but also by its capacity to deliver legal guarantees to the community. This study endeavors to analyze the effectiveness of the Complete Systematic Land Registration (PTSL) policy in enhancing the certainty of land rights, thereby contributing to the advancement of agrarian law and informing the formulation of land policy in Indonesia.

METHODS

This research adopts a normative legal research methodology, incorporating both statutory and conceptual approaches. The selection of this methodology is predicated on the research objective, which centers on analyzing the effectiveness of the Complete Systematic Land Registration (PTSL) policy in enhancing the certainty of land rights. The statutory approach is employed to scrutinize the various legal provisions governing land registration in Indonesia, while the conceptual approach facilitates an understanding of the concept of legal certainty within the context of land registration implementation (Sugiyono, 2023).

The data utilized comprises secondary sources, including primary, secondary, and tertiary legal materials. Primary legal materials encompass the Law of the Republic of Indonesia Number 5 of 1960 concerning Basic Regulations on Agrarian Principles, which serves as the legal foundation for regulating land rights in Indonesia; Government Regulation of the Republic of Indonesia Number 24 of 1997 concerning Land Registration, which governs the implementation of land registration to ensure legal certainty; and Regulation of the Minister of Agrarian and Spatial Planning/Head of the National Land Agency of the Republic of Indonesia Number 6 of 2018 concerning Complete Systematic Land Registration, which provides the basis for PTSL program implementation. Secondary legal materials are derived from scientific journals, books, research findings, and academic articles addressing land registration and the certainty of land rights. Tertiary legal materials include legal dictionaries, encyclopedias, and other supporting resources (Sugiyono, 2023).

Data collection was conducted through literature reviews, examining statutes and regulations alongside literature pertinent to the research topic. The gathered data was subsequently categorized based on subject matter to streamline the analytical process. Qualitative data analysis was performed by reviewing, interpreting, and correlating applicable legal provisions with the implementation of the PTSL policy. The analytical findings are presented

descriptively to provide an overview of the effectiveness of PTSL policies in enhancing the certainty of land rights (Sugiyono, 2023).

RESULTS

The certainty of land rights constitutes the primary objective of land registration in Indonesia. This guarantee is codified in Law Number 5 of 1960 concerning the Basic Regulation of Agrarian Principles, which establishes the legal basis for the state to organize land regulation and registration. Legal certainty is essential to ensure that land rights holders receive protection for their entitlements and are shielded from land disputes and conflicts.

The implementation of land registration serves as a crucial instrument in achieving this objective, as it generates physical and juridical data that can be utilized as a foundation for proving land rights. The detailed implementation of land registration is further stipulated in Government Regulation Number 24 of 1997 concerning Land Registration. Article 3 of Government Regulation Number 24 of 1997 states that:

"Land registration aims to provide legal certainty and protection to the holder of rights to a plot of land, a unit of flats and other registered rights so that they can easily prove themselves as the holder of the rights concerned."

This provision indicates that land registration serves primarily as a mechanism for delivering legal assurance to the public. Such assurance is achieved by issuing proof of entitlement, commonly referred to as a certificate, which serves as evidence of land ownership status. Beyond safeguarding the interests of rights holders, land registration is also intended to supply land-related information and promote the orderly management of land administration. To expedite this process, the government has introduced the Complete Systematic Land Registration Program (PTSL), which is governed by the Regulation of the Minister of Agrarian and Spatial Planning/Head of the National Land Agency Number 6 of 2018. Article 1, point 2, stipulates that:

"Complete Systematic Land Registration, hereinafter abbreviated as PTSL, is the first Land Registration activity that is carried out simultaneously for all objects of Land Registration throughout the territory of the Republic of Indonesia in one village/sub-district area or other names that are at the same level."

From this stipulation, it is evident that PTSL constitutes a land registration initiative applied uniformly to every land parcel within a designated administrative region. The simultaneous nature of this approach facilitates public access to legal recognition of land rights, eliminating the necessity for individual or sporadic registration applications. Consequently, this mechanism enables a greater number of land parcels to be formally registered, thereby contributing to the establishment of legal certainty within the land sector. The efficacy of the PTSL policy in enhancing the security of land rights is observable through the systematic compilation of physical and juridical data during program execution. According to the aforementioned ministerial regulation, physical data pertains to details regarding the location, boundaries, and size of land parcels, whereas juridical data encompasses information on the legal status of the land and the

entities holding control over it. These data serve as the foundation for recording rights and issuing land certificates.

The assurance of land rights is further reinforced upon the issuance of land rights certificates. The ministerial regulation clarifies that such a certificate acts as formal documentation of rights that have been duly entered into the land register. It includes both physical and juridical data, detailing the identity of the rights holder, the dimensions and position of the land, and the legal basis for its acquisition. The certificate offers legal protection to the rights holder, as ownership is officially documented within the national land administration framework. Moreover, the execution of PTSL contributes to the achievement of orderly land administration. All registered land parcels are incorporated into the administrative system, thereby enabling the government to readily provide information regarding land status and utilization. The presence of precise land data can mitigate the likelihood of ownership overlaps, boundary disagreements, and conflicts over land tenure. These advantages demonstrate that the success of PTSL is assessed not solely by the volume of certificates produced, but also by its capacity to foster legal certainty and administrative order in land governance.

In accordance with the stipulations of Law Number 5 of 1960, Government Regulation Number 24 of 1997, and the Regulation of the Minister of Agrarian and Spatial Planning/Head of the National Land Agency Number 6 of 2018, it is apparent that the PTSL policy holds a significant function in advancing the certainty of land rights. This assurance is realized via systematic registration procedures, meticulous gathering of physical and juridical data, the issuance of certificates as proof of entitlement, and the establishment of structured land administration. The regulatory framework confirms that PTSL acts as a legal mechanism employed by the state to afford protection and ensure land rights certainty for its citizens.

DISCUSSION

Effectiveness of the Complete Systematic Land Registration Policy (PTSL)

The degree to which a policy proves effective can be assessed by its success in fulfilling predetermined objectives (Sutmasa, 2021). As a governmental initiative, the Complete Systematic Land Registration Program (PTSL) was designed to expedite land registration and enhance legal certainty over land rights for citizens (Widyastuti & Lyanthi, 2024). This objective aligns with the directive found in Article 19 of Law Number 5 of 1960, which mandates the government to conduct land registration to secure legal certainty in this domain. The effectiveness of PTSL is evaluated against the objectives of land registration outlined in Article 3 of Government Regulation Number 24 of 1997. This regulation stipulates that land registration seeks to deliver legal certainty and protection to rights holders, supply land information, and foster orderly land administration. By employing a systematic and simultaneous approach, PTSL registers all land parcels within a village or sub-district, thereby simplifying the process for communities to acquire land rights certificates (Sudiro & Putra, 2020).

The execution of PTSL demonstrates the government's initiative to broaden land registration coverage, which previously relied predominantly on sporadic methods. Through systematic registration, all land parcels in a given area are recorded concurrently, enabling a more organized collection of physical and juridical data (Suharto & Supadno, 2023). Physical data pertains to the location, boundaries, and area of the land, whereas juridical data encompasses the legal status and the rights holder's identity. The precision of these data types forms the foundation for issuing certificates as legal evidence. Furthermore, the effectiveness of the PTSL policy is evident in its capacity to deliver legal certainty to the public (Pransisto, 2023). Certificates issued under this program clarify the subject and object of rights, land area, boundaries, and legal status, thereby reinforcing the holder's legal position in cases of disputes or third-party claims. Additionally, these certificates facilitate various legal transactions, including sales, grants, inheritances, and the establishment of dependent rights (Istiqamah, 2018).

The success of PTSL extends beyond the mere count of certificates issued; it also encompasses the establishment of orderly land administration. Registered land parcels are incorporated into the administrative system, ensuring that ownership data is transparent and well-documented (Nasir, 2025). The availability of precise data mitigates the risks of overlapping ownership, boundary disputes, and conflicts that frequently arise from a lack of clear evidence. Considering the stipulations of Law Number 5 of 1960, Government Regulation Number 24 of 1997, and Regulation of the Minister of Agrarian and Spatial Planning/Head of the National Land Agency Number 6 of 2018, the PTSL policy is deemed effective in bolstering land rights certainty. This effectiveness is manifested through systematic registration practices, the issuance of certificates as proof of rights, the provision of accurate physical and juridical data, and the enhancement of administrative order. Consequently, PTSL serves as a vital instrument for realizing legal protection for land rights holders and fostering legal certainty in the land sector (Rajasa & Suhartono, 2023).

These observations corroborate the findings of Putrisasmita (2023), which assert that PTSL contributes to strengthening legal protection for land rights holders via certificate issuance. Similarly, research by Yusrizal & Mary (2025) indicates that certificate ownership instills a sense of security among communities in managing and utilizing their land. The consistency of these results underscores that land certificates function not only as administrative records but also as legal safeguards that provide clarity on land ownership status.

Based on the analysis conducted, the author concludes that the PTSL policy has proven effective in enhancing land rights certainty through expedited registration, the issuance of certificates as valid proof, and the availability of accurate physical and juridical data. This effectiveness is reflected in the clarity concerning the rights holder's identity, the land's legal status, boundaries, and area. Such success highlights PTSL's crucial role in achieving legal protection and orderly land administration in Indonesia.

Certainty of Land Rights Through the Complete Systematic Land Registration Program (PTSL)

A primary goal of land registration in Indonesia is to establish certainty of land rights, a guarantee enshrined in Article 19 of Law Number 5 of 1960. This article obligates the government to conduct nationwide land registration to ensure legal certainty for rights holders (Zakaria, 2025). Land registration serves as a mechanism for recognizing and legally protecting community rights, thereby enabling legal proof of ownership status. This objective is further elaborated in Government Regulation Number 24 of 1997, whose Article 3 states that land registration aims to provide legal certainty and protection, allowing rights holders to easily prove their entitlement. This provision indicates that land rights certainty encompasses not only physical control but also legal acknowledgment of an individual's claim to a land parcel (Saputra et al., 2026).

The PTSL program represents a strategic policy designed to expedite the realization of land rights certainty. As defined in Article 1 number 2 of the Regulation of the Minister of Agrarian and Spatial Planning/Head of the National Land Agency Number 6 of 2018, PTSL involves the initial land registration conducted simultaneously for all objects within a village or sub-district. This systematic approach ensures comprehensive recording of all land parcels, making ownership status information more transparent. Certainty of land rights via PTSL is achieved through the collection of physical and juridical data, which include location, boundaries, area, legal status, tenure basis, and rights holder identity. The accuracy of this data is crucial for preventing disputes arising from ambiguous boundaries or ownership status (Kristianto, 2025).

Certificates issued through PTSL constitute tangible evidence of land rights certainty. They contain details about the rights holder, land area, location, boundaries, and the status of rights as recorded in the land book. These certificates grant rights holders a stronger legal standing, serving as evidence in legal transactions and dispute resolutions (Darmadi & Adiwinarto, 2025). Moreover, certificate ownership provides communities with a sense of security in controlling, utilizing, and maintaining their land. The certainty generated by PTSL also contributes to orderly land administration, as all registered parcels are documented in the administrative system, clarifying land information. Comprehensive and accurate data minimizes the potential for overlapping ownership, boundary disputes, and conflicts stemming from unclear evidence. This demonstrates that land rights certainty benefits not only rights holders but also enhances governmental land management effectiveness (Satriani, 2026).

These findings align with the research of Laliyonu et al. (2025), which asserts that certificate issuance through PTSL strengthens protection. The legal framework governing land rights holders is reinforced by the findings of Mukadar et al. (2023), which demonstrate that certificate ownership not only ensures legal certainty but also enhances individuals' confidence in their land tenure. The consistency of these findings underscores the critical role of PTSL in formalizing land rights and mitigating the likelihood of land-related conflicts. Based on the analysis conducted, the author concludes that the Complete

Systematic Land Registration Program (PTSL) effectively strengthens the certainty of land rights through systematic registration procedures, meticulous collection of physical and juridical information, and the issuance of certificates as formal evidence of ownership. This legal certainty is manifested in the unambiguous identification of rights holders, the objects of rights, the legal standing of the land, its area, and its boundaries, all of which are duly recorded in the land administration system. Consequently, PTSL serves as a vital mechanism for delivering legal safeguards to the public while advancing the objectives of orderly land administration in Indonesia.

CONCLUSION

This study confirms that the Complete Systematic Land Registration (PTSL) policy is instrumental in enhancing the certainty of land rights by expediting the registration process, refining the accuracy of physical and juridical data collection, and providing certificates as legal proof. The certificate clarifies the rights holder, the object of rights, the legal status of the land, its dimensions, and its boundaries, thereby reinforcing the legal protection afforded to landowners. Furthermore, PTSL contributes to the establishment of orderly land administration and diminishes the potential for disputes arising from ambiguous land ownership. The significance of this research lies in its contribution to agrarian law, particularly in assessing the efficacy of land policies in realizing legal certainty. It is important to acknowledge that this study is constrained by its reliance on a normative legal methodology, which centers on the examination of statutory regulations and scholarly literature. Future investigations could adopt an empirical approach to evaluate the practical effectiveness of PTSL implementation as experienced by communities and land agencies.

RECOMMENDATIONS

It is imperative for the government to persistently enhance the quality of PTSL implementation by reinforcing the validation of physical and juridical data, thereby minimizing the risk of land disputes. Public outreach efforts concerning the importance of land registration and the completeness of ownership documentation should also be intensified to facilitate a more efficient certification process. Regional Land Offices are advised to strengthen collaboration with village or sub-district administrations during the collection and verification of land data, which is essential for achieving certainty of land rights and maintaining the integrity of land administration.

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