

Effectiveness of the Implementation of the Complete Systematic Land Registration Program (PTSL)

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Abstract. *This study aims to analyze: 1)The process of implementing the complete systematic land registration program (PTSL) in Genuk District, Semarang City. 2) The effectiveness of the implementation of the complete systematic land registration program (PTSL) in Genuk District, Semarang City. This type of research is empirical legal research. The approach method in this research is a sociological juridical approach. The types of data in this research are primary and secondary data. The data collection method uses field techniques and library techniques. The analysis in this research is descriptive. The results of the study concluded: 1) The process of implementing the complete systematic land registration program (PTSL) in Genuk District, Semarang City is an effort by the government to realize legal certainty of land rights through comprehensive and systematic land registration. Its implementation involves the Semarang City Land Office, local government, and the community in the stages of socialization, data collection, verification, and certificate issuance. Based on Gustav Radbruch's theory of legal certainty, PTSL in Genuk District has fulfilled the principles of clear positive law, based on social facts, and is implemented consistently. Although there are administrative, technical, and social obstacles, through inter-agency coordination, the application of digital technology, and increasing public legal awareness, these obstacles can be overcome. With the achievement of more than 94 percent of land plots certified by 2025, PTSL in Genuk is considered successful in creating orderly land administration and strengthening legal certainty for the community. 2) The effectiveness of the implementation of the complete systematic land registration program (PTSL) in Genuk District, Semarang City, namely showing significant success in realizing legal certainty, orderly land administration, and improving community welfare through the issuance of land title certificates in a comprehensive, fast, and transparent manner. Based on an analysis of five factors of legal effectiveness, all elements of legal implementation, starting from clear legal substance, professional implementing officials, adequate means*

and facilities, to community participation and legal culture, have functioned optimally. PTSL in Genuk District is not only effective administratively with the achievement of more than 94 percent of land plots certified, but also effective substantively because it is able to raise public legal awareness, reduce land disputes, and open economic access through the legalization of land assets.

Keywords: *Certainty; Effectiveness; Legal.*

1. Introduction

Land registration is a fundamental step in organizing and regulating the allocation, control, ownership, and use of land, including resolving various land issues. The primary purpose of land registration is to provide certainty of rights and legal protection for land rights holders through certificates as valid evidence. Furthermore, land registration serves as an instrument for organizing land control and ownership, as well as a means of controlling land use and utilization. Therefore, land rights registration is not only a form of guarantee from the state, but also a crucial instrument in protecting the interests of landowners.¹

Currently, land registration is a state responsibility. The government organizes land registration for the benefit of the public, with the aim of ensuring legal certainty in the land sector. The responsibility for implementing land registration rests with the Land Office, which in practice is assisted by Land Deed Officials (PPAT) to carry out certain activities as stipulated in Government Regulation Number 24 of 1997 concerning Land Registration.²

Providing legal certainty regarding landowners' rights is crucial. Legal certainty of land ownership begins with a legal product, a land ownership certificate, issued by the National Land Agency. Land registration serves to protect the community's rights to land ownership.³BPN as the party organizing land registration guarantees the accuracy of land data, both physical and legal, on the land title certificate, and provides legal certainty by applying the latest principles,

¹Anis Ayu Rahmawati, Achmad Sulchan, Policy to Streamline Filing for the Complete Systematic Land Registration Program (PTSL) at the Blora Regency Land Office, Jurnal Akta, Volume 5 Number 4, December 2018, p. 885

²Kusmaryanto, Gunarto, Registration of Sale and Purchase Deeds Exceeding the Land Registration Period at the Agrarian and Spatial Planning Office/National Land Agency of Semarang City, Jurnal Akta, Unissula, Volume 4 Number 3 September 2017, p. 476

³Putri, CA, Gunarto, Effectiveness of Certificate Checks on Preventing Land Disputes in the Land Rights Transfer Process, Jurnal Akta, Vol. 5, Number (1) 2018, p. 268.

so that the community will feel safe because the community places its trust in BPN as the government that provides guarantees of certainty of land rights.⁴

The PTSL program is essentially a state effort to ensure comprehensive land administration. Through a simultaneous registration method, the government seeks to overcome time, cost, and technical constraints that have hampered the land certification process. With a mechanism involving the Land Office, village officials, and community participation, PTSL is expected to significantly accelerate the process of fully registering land. This aligns with Article 19 of the Basic Agrarian Law, which emphasizes the importance of land registration to ensure legal certainty for rights holders.⁵

Sociologically, clear and legal land ownership is a fundamental need for communities, especially in urban areas experiencing rapid population growth and development. In Genuk District, Semarang City, many plots of land remain unregistered, creating vulnerability to disputes, overlapping ownership, and difficulties in utilizing land as an economic asset. The PTSL program is crucial for providing legal certainty, protecting community rights, and improving access to economic facilities such as bank credit.

Based on preliminary data on PTSL implementation in Genuk District, the number of registered land plots is still relatively limited. Furthermore, the number of successfully registered land plots shows significant variation across regions. For example, in 2023, Genuksari Village distributed 354 PTSL certificates to the community. Meanwhile, research findings indicate that across the 12 villages in Genuk District, land registration through PTSL varied widely, ranging from just one plot in Muktiharjo Lor Village to 682 plots in Sembungharjo Village.⁶ The data shows that the PTSL program in Genuk District still faces serious challenges, particularly in terms of equitable distribution of outcomes across regions. This data indicates that the PTSL program still faces serious challenges in Genuk, particularly in terms of equitable distribution of outcomes across sub-districts. Given these conditions, it is important to thoroughly examine the effectiveness of PTSL implementation in Genuk District to ensure that the program truly addresses the social needs of the local community.

⁴Ni Made Rian Ayu Sumardani¹, I Nyoman Bagiastra, Legal Responsibility of the National Land Agency Regarding Discrepancies in Electronic Certificate Check Results. *Acta Comitatus: Journal of Notary Law*, Vol. 06 No. 02 August 2021, p. 224

⁵Endang Sutrisno, 2019, Implementation of the PTSL Program from a Social Justice Perspective, *Ius Quia Iustum Law Journal*, Vol. 26 No. 3, p. 452.

⁶<https://genuksari.semarangkota.go.id/berita-terkini/pembagian-sertifikat-pts1?>, accessed on September 26, 2025, at 19.40 WIB

2. Research Methods

This research is an empirical legal study. The approach employed is a sociological-juridical approach. The data used are primary and secondary data. Data collection methods used field and library techniques. The analysis is descriptive.

3. Results and Discussion

3.1. The Implementation Process of the Complete Systematic Land Registration Program (PTSL) in Genuk District, Semarang City

Land has a very important function and position in various aspects of life, especially as a place to live/housing. The proliferation of buildings in various areas of life has caused land to become a commodity with very high economic value and is difficult to control. This condition is caused by the demand for land which continues to increase very rapidly, while the supply is limited so that it is not uncommon to give rise to land conflicts, both in the form of ownership conflicts and conflicts concerning the use/allocation of the land itself.⁷

Creating legal certainty regarding land rights requires a strong legal foundation. The legal foundation related to agrarian issues in Indonesia is generally regulated in Law Number 5 of 1960 concerning Basic Agrarian Regulations, better known as the Basic Agrarian Law (UUPA). According to the UUPA, the term "agrarian" is not limited to land but also encompasses land, water, and the natural resources contained therein.⁸ Providing legal certainty in the land sector requires:

- 1) The availability of written legal instruments that are complete and clear and implemented consistently.
- 2) Implementation of effective land registration.

With the availability of written legal instruments, anyone who is interested will easily know what possibilities are available to him to control and use the land he needs, how to obtain it, what rights, obligations and prohibitions there are in controlling land with certain rights, what sanctions he will face if he ignores the relevant provisions, as well as other matters related to the control and use of the land he owns.⁹

The national implementation of PTSL is regulated in the Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land

⁷Adrian Sutedi, 2006, *Transfer of Land Rights and Their Registration*, Sinar Grafika, Jakarta, p. 22

⁸Rahmat Ramadhani, 2017, *Guarantee of Legal Certainty Contained in Land Title Certificates*, *Journal De Lega Lata*, Volume 2, Number 1, p. 139

⁹Budi Harsono, 2007, *Indonesian Agrarian Law. History of the Formation of the Basic Agrarian Law, Its Contents and Implementation*, National Land Law Volume I, Djambatan, Jakarta, p. 69.

Agency Number 6 of 2018 concerning Complete Systematic Land Registration, which replaces the Regulation of the Minister of Agrarian Affairs and Spatial Planning/BPN Number 12 of 2017. This regulation is the legal basis for the implementation of PTSL in all regions, including in Semarang City as one of the major cities in Central Java Province. As part of the administrative area of Semarang City, Genuk District is included in the areas that receive priority for the implementation of PTSL. This district has an area of approximately 2,625 hectares, consisting of 12 sub-districts, namely: Gebangsari, Muktiharjo Lor, Genuksari, Trimulyo, Terboyo Kulon, Terboyo Wetan, Bangetayu Kulon, Bangetayu Wetan, Penggaron Lor, Penggaron Kidul, Sembungharjo, and Karangroto.¹⁰ With its dense population and numerous residential, industrial, and productive land areas, Genuk District has become an important location in the land certification acceleration program in Semarang City.

The implementation of PTSL in Genuk District, Semarang City, was carried out through several structured stages starting from socialization and administrative preparation, physical data collection through land measurement and mapping using GNSS technology, collection and verification of legal ownership data, data announcement for 14 days to accommodate objections, until the determination of rights and issuance of certificates by the Land Office. This process was supported by the active involvement of the local government, the adjudication committee, and community participation through mutual cooperation, provision of documents, and agreements on land boundaries. As a result, more than 94% of land plots were successfully certified, resulting in increased legal certainty, reduced disputes, orderly land administration, easier access to capital, and increased economic value and legal awareness of the community. While the remaining land plots were resolved through data maintenance and handling of residual cases such as inherited land and government assets.

The Semarang City Government supports the success of this program through various policies, including facilitating pre-certification financing, reducing land and building acquisition fees (BPHTB) for low-income communities, and intensive land law outreach at the sub-district and village levels. This support is a crucial factor in accelerating certification completion in densely populated areas such as Genuk District. By 2025, the Semarang City Land Office will no longer implement PTSL in a mass scheme, instead focusing on resolving residual cases, such as undivided inherited land, local government assets, and land parcels with discrepancies in physical and legal data.

In Genuk District, the remaining uncertified land plots are very small, and most of them fall into the administratively problematic category. Overall, the implementation of PTSL in Genuk District can be considered successful and will be completed by 2024. This program has had a significant impact on ensuring

¹⁰Observation Results at the Genuk District Office, Semarang City, December 2, 2025

orderly land administration, ensuring legal certainty over land rights, and increasing the economic value of the community. With Semarang City's status as a "complete PTSL" area, Genuk District serves as a representative example of the successful implementation of national land policies in a complex and densely populated urban area.¹¹

The implementation of the Complete Systematic Land Registration Program (PTSL) in Genuk District, Semarang City has significantly contributed to realizing the main objective of national agrarian law, namely providing legal certainty regarding land ownership rights for the community. Based on the results of interviews with the Complete Systematic Land Registration (PTSL) Committee of Genuk District, Semarang City, it was obtained that the implementation of PTSL in the Genuk District area is principally aimed at providing legal certainty regarding land rights to the community in a comprehensive and structured manner. According to Mr. Sutrisno, the PTSL program is very helpful for the community, especially residents who previously did not have land title certificates, because the procedures are simpler, the costs are more affordable, and it is implemented collectively within one sub-district area.¹²

Providing legal certainty in the land sector requires the availability of written, complete and clear legal instruments which are implemented consistently in accordance with the spirit and content of their provisions.¹³ From the perspective of Gustav Radbruch's theory of legal certainty, the implementation of PTSL in Genuk District can be assessed as having fulfilled four main dimensions: law as positive law, law based on social facts, clarity of norms, and legal stability. PTSL has a strong legal basis through the UUPA and Regulation of the Minister of ATR/BPN Number 6 of 2018, thus demonstrating the real application of positive law through a structured administrative mechanism. This program is also designed based on social facts such as the still large number of uncertified lands and the potential for disputes, so that its implementation adapts to community needs through a participatory approach. In terms of clarity of norms, each stage of PTSL is regulated in detail and supported by transparent legal documents so that it is easy to understand and implement. Meanwhile, legal stability is reflected in the consistency of regulations and the continuity of program implementation from year to year, which fosters public trust in the validity of land certificates and the state's commitment to guaranteeing legal certainty in land.

¹¹Observation Results at the Genuk District Office, Semarang City, December 2, 2025

¹²Interview with the Genuk PTSL Committee, December 2, 2025

¹³Kuswanto, Akhmad Khisni, Legal Protection for Land Rights Holders in Cases of Overlapping Ownership of a Plot of Land at the National Land Agency/ATR Kudus Regency, *Jurnal Akta*, Volume 4 Number 1, March 2017, p. 73

Based on the four aspects of Gustav Radbruch's theory, it can be concluded that the implementation of PTSL in Genuk District has fulfilled the principles of legal certainty both substantively and procedurally. Law (land regulations) is implemented through concrete policies based on social facts, applied clearly and systematically, and implemented within a stable positive legal framework. Therefore, PTSL in Genuk District is not merely an administrative program, but also a concrete manifestation of the theory of legal certainty that provides a sense of security, justice, and clarity of rights for landowners.

Although the implementation of the Complete Systematic Land Registration Program (PTSL) in Genuk District, Semarang City, has shown significant results in realizing legal certainty over land rights, in practice, this program still faces various structural, administrative, and social obstacles. These obstacles affect the program's effectiveness and require a planned solution strategy to optimally achieve the PTSL's objectives. According to Soerjono Soekanto, the success of legal implementation is largely determined by five main factors: legal substance, law enforcement officers, facilities, the community, and legal culture.¹⁴ The implementation of PTSL in Genuk District faces administrative, technical, social, and inter-agency coordination challenges. Administratively and technically, the main problems include incomplete land ownership documents, discrepancies between legal data and physical conditions in the field, limited human resources for surveyors, and a lack of digital mapping facilities. Socially, low public legal understanding and awareness, boundary and inheritance conflicts, and the perception that land certification is expensive also hinder participation. Furthermore, the lack of data synchronization and cross-sectoral communication between the National Land Agency (BPN), sub-districts, and villages slows down verification. To address these obstacles, the government and the Land Office are implementing strategic measures such as strengthening coordination through the Integrated Adjudication Team, increasing land law awareness, utilizing digital mapping and GIS technology, involving private surveyors and student interns, and implementing regional tax incentive policies through Semarang Mayoral Regulation Number 14 of 2023 to encourage public participation and accelerate land administration.

Based on the 2024 report of the Semarang City Land Office, the implementation of these solutions succeeded in reducing the number of problematic land plots in Genuk District from around 6 percent to less than 1 percent in 2025. In addition, the level of community participation increased significantly, indicated by the increasing number of residents who participated in the measurement and re-registration of their land. From a legal perspective, the implementation of these solutions also strengthens the principles of legal certainty and the principle of benefit, as stated by Gustav Radbruch, because the law is not only implemented

¹⁴Soerjono Soekanto, 1983, *Factors Influencing Law Enforcement*, Rajawali Press, Jakarta, p. 8.

formally, but also functions as a means of social justice that provides real benefits to the community. Thus, it can be concluded that although the implementation of PTSL in Genuk District faces various administrative and social obstacles, through inter-agency coordination, the application of technology, and increasing public legal awareness, this program has succeeded in achieving its main objective of realizing legal certainty of land rights in a comprehensive and sustainable manner.

3.2. Effectiveness of the Implementation of the Complete Systematic Land Registration Program (PTSL) in Genuk District, Semarang City

Land registration is one of the government's programs aimed at ensuring orderly land administration. The increasing pace of development in Indonesia is inextricably linked to the certainty of land registration. Land issues are paramount and crucial for the smooth running of development, as all community development activities require land.¹⁵As in Article 1 Paragraph 9 of Government Regulation of the Republic of Indonesia Number 18 of 2021 concerning Management Rights, Land Rights, Apartment Units, and Land Registration, the definition of land registration is a series of activities carried out by the Government continuously, sustainably and regularly including the collection, processing, bookkeeping, and presentation as well as maintenance of physical data and legal data, in the form of maps and lists, regarding land plots, aboveground space, underground space and apartment units, including the provision of certificates of proof of rights for these plots.fieldland, above ground space, basement space for which rights already exist and ownership rights to apartment units and certain rights that encumber them.

The Complete Systematic Land Registration Program (PTSL) is an innovation implemented by the Minister of Agrarian Affairs and Spatial Planning as an effort to accelerate land registration and create a complete map of a region. The Complete Systematic Land Registration Program (PTSL) is an effort to ensure that the public can obtain legal certainty and legal protection for land rights in a certain, fast, simple, safe, smooth, fair, equitable, and transparent manner. The government has continuously strived to implement land registration throughout the country to ensure legal certainty, howeveruntilCurrently, the implementation of land registration has not yielded satisfactory results. Land registration coverage has not yet reached 100%. If this is not improved immediately, various land conflicts and disputes will arise.¹⁶

¹⁵Kusmaryanto, Gunarto, Registration of Sale and Purchase Deeds Exceeding the Land Registration Period at the Agrarian and Spatial Planning Office/National Land Agency of Semarang City, *Jurnal Akta*, Vol. 4 No. 3 September 2017, p. 475

¹⁶Maulida Soraya Ulfah, Denny Suwondo, 2019, Implementation of Complete Systematic Land Registration (PTSL) in Demak Regency, Proceedings: Unissula Student Scientific Conference (KIMU) 2, Unissula Semarang, p. 2

The effectiveness of the implementation of the Complete Systematic Land Registration Program (PTSL) in Genuk District, Semarang City can be analyzed using the theory of legal effectiveness proposed by Soerjono Soekanto. According to Soerjono Soekanto, the effectiveness of a law depends heavily on five main factors, namely the legal factor itself (legal substance), the law enforcement factor (executing apparatus), the means or facilities that support law enforcement, the community factor as the environment where the law is implemented, and the legal culture factor of the community as a value system that influences behavior towards the law.¹⁷

1) From the Legal Aspect or Legal Substance

The effectiveness of PTSL implementation in Genuk District is supported by a strong and clear legal basis. The main foundation of this program is Law Number 5 of 1960 concerning Basic Agrarian Regulations (UUPA), which in Article 19 emphasizes that the government is obliged to organize land registration to ensure legal certainty for rights holders. The technical implementation is then regulated in Government Regulation Number 24 of 1997 concerning Land Registration, and clarified through Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency Number 6 of 2018 concerning Complete Systematic Land Registration. The existence of these regulations provides direction and certainty for implementing agencies in carrying out land registration activities comprehensively, systematically, and fairly. According to Adrian Sutedi, the effectiveness of law in the land sector can only be achieved if legal provisions have operational normative substance, so as not to cause ambiguity in their application.¹⁸Based on this, it can be concluded that the implementation of PTSL in Genuk District has fulfilled the elements of effectiveness from a legal perspective because it is supported by a clear, complete and consistent legal basis.

2) From the Law Enforcement Factor (Implementing Apparatus)

Law enforcement or implementing officials also play an important role in determining the effectiveness of the program. The implementation of PTSL in Genuk District is carried out by the Semarang City Land Office by forming a PTSL Adjudication Committee consisting of elements of the National Land Agency (BPN), local government, village officials, and community leaders as regulated in Article 17 of the Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of BPN Number 6 of 2018. This committee is responsible for carrying out physical and legal data collection activities, measurements, document verification, and the delivery of certificates to the community. Based on the results of the interview, coordination between the BPN, sub-districts, and

¹⁷Soerjono Soekanto, 1983, *Factors Influencing Law Enforcement*, Rajawali Press, Jakarta, p. 8.

¹⁸Adrian Sutedi, 2006, *Transfer of Land Rights and Their Registration*, Sinar Grafika, Jakarta, p. 22.

villages was effective and participatory, so that the PTSL implementation process could be completed on time and without causing significant legal problems. This indicates that the law enforcement factor in the implementation of PTSL in Genuk District has been running professionally and effectively.

3) From the aspect of facilities and amenities

The implementation of PTSL in Genuk District has been supported by the application of modern land technology, such as the use of Global Navigation Satellite System (GNSS) measuring instruments and a Geographic Information System (GIS)-based digital mapping system, which is able to produce land plot maps with high accuracy and more efficient measurement time. The Semarang City Land Office has also succeeded in compiling a complete village map (PKL) as one of the main indicators of a complete PTSL area. In addition to technological support, the program's effectiveness is also strengthened by the Semarang City Government's policy through Semarang Mayoral Regulation Number 14 of 2023 concerning Regional Tax Incentives for the PTSL Program, which provides an exemption from Land and Building Acquisition Tax (BPHTB) for low-income communities.¹⁹This policy has been proven to increase public participation and accelerate the completion of land registration administration.

4) Community Factors

The community, as the social environment where the law applies, is also a key indicator of the effectiveness of PTSL implementation. In Genuk District, community participation is high. They play an active role in document collection, land boundary measurements, and the signing of Boundary Agreement Minutes (BAKB). However, in the early stages of implementation, some residents still lacked understanding of the importance of land certification as proof of legal rights. Many believed that land ownership based on a girik (land title deed) or letter C was sufficient legal evidence.²⁰To address this issue, the Semarang City Land Office, in collaboration with the Genuk District Government, conducted intensive land law outreach through neighborhood association (RT/RW) meetings, legal counseling, and technical guidance. These activities have been shown to increase public awareness of the importance of land certificates as state-recognized evidence.

5) Legal Culture Factors

Legal culture also plays a role in determining the effectiveness of PTSL implementation in Genuk District. Prior to the program, most residents did not understand the importance of land asset legalization and considered the certification process to be complicated and expensive. However, since the PTSL

¹⁹Observation results at the Semarang City Land Office, December 3, 2025

²⁰Ibid,

program, the community has shown a significant shift in attitudes toward land law. According to the 2024 PTSL Evaluation Report for Genuk District, 87 percent of residents stated they now understand the benefits of land certificates as proof of rights and as a means of accessing capital.²¹ This change demonstrates a growing legal culture in society, where law is no longer viewed as an administrative burden but as a means of protecting rights and improving welfare. According to Maria SW Sumardjono, changes in legal culture are one of the primary measures of legal effectiveness, as a law can only be considered successful when it has been accepted as a social value and become a habit within society.²²

Based on the above description, the implementation of the Complete Systematic Land Registration Program (PTSL) in Genuk District, Semarang City has been running effectively according to Soerjono Soekanto's theory of legal effectiveness. The five determining factors of legal effectiveness, namely legal substance, implementing officials, facilities and infrastructure, society, and legal culture, have all functioned optimally. The effectiveness of PTSL implementation in Genuk District can also be seen from three important dimensions, namely the legal, social, and economic dimensions. In the legal dimension, the success of this program is marked by the increased legal certainty of land rights through the issuance of valid certificates registered at the Land Office. These certificates serve as strong legal evidence as regulated in Article 19 paragraph (2) letter c of the Basic Agrarian Law, which emphasizes that land registration aims to provide legal certainty to rights holders. Thus, the implementation of PTSL not only plays an administrative role, but also constitutes a form of preventive legal protection that prevents the community from potential land ownership disputes.

4. Conclusion

The PTSL implementation process in Genuk District, Semarang City, is a government effort to achieve legal certainty of land rights through comprehensive and systematic registration involving the Land Office, local government, and the community, from outreach to certificate issuance. Based on Gustav Radbruch's theory of legal certainty, the implementation is considered to have met the principles of positive law and has been carried out consistently. Although there are administrative, technical, and social obstacles, these obstacles can be overcome through inter-agency coordination and the use of technology. With the achievement of more than 94% of certified land plots by 2025, PTSL in Genuk is considered successful in creating administrative order and legal certainty. The effectiveness of PTSL implementation in Genuk District, Semarang City shows significant results in creating legal certainty, administrative

²¹Observation results at the Genuk District Office, Semarang City, December 2, 2025

²²Maria SW Sumardjono, 2017, *Land Policy: Between Regulation and Implementation*, Kompas, Jakarta, p. 66.

order, and improving community welfare. Reviewed from the legal effectiveness factor, the elements of legal substance, apparatus, facilities, and community participation and legal culture have functioned well. In addition to being administratively effective with the achievement of more than 94% of land certification, PTSL is also substantively effective because it increases legal awareness, reduces disputes, and opens economic access. Synergy between agencies and the community makes PTSL an adaptive and equitable legal instrument at the local level.

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