

Empirical Luridical Analysis of The Effectiveness of Implementing Complete Systematic Land Registration (PTSL) in Realized Legal Certainty of Land Rights in Rembang Regency

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Abstract. *The implementation of Complete Systematic Land Registration (PTSL) is a strategic government policy aimed at realizing legal certainty over land rights in Indonesia. In practice, however, various problems are still found in Rembang Regency, such as weak legal basis of ownership, discrepancies between physical and juridical data, and the persistence of land disputes despite the issuance of land certificates. These conditions indicate a gap between normative provisions and the realities in the field. This study aims to analyze the implementation of PTSL in realizing legal certainty over land rights in Rembang Regency, identify the problems and factors affecting its implementation, and examine efforts that can be undertaken to improve the effectiveness of PTSL implementation in the future. This study employs an empirical juridical method with a qualitative approach. Data were obtained through literature study and field research in the form of interviews with officials of the Land Office, village authorities, and the community in Rembang Regency. The data were analyzed descriptively and qualitatively to examine the relationship between legal provisions and their implementation in practice. The results of the study indicate that the implementation of PTSL in Rembang Regency has significantly increased the number of registered land parcels, thereby administratively improving formal legal certainty. However, substantively, there are still various obstacles affecting its effectiveness, including weak proof of ownership, discrepancies between physical and juridical data, limited human resources, suboptimal land administration and technological systems, as well as low public legal awareness and legal culture. Therefore, comprehensive improvement efforts are required through regulatory refinement, enhancement of officials' capacity, strengthening of digital land administration systems, and increasing public legal awareness in order to achieve more optimal and sustainable legal certainty over land rights.*

Keywords: *Legal Effectiveness; Legal Certainty; PTSL; Rembang Regency.*

1. Introduction

Indonesia is a state of law (*rechtstaat*) as stated in Article 1 paragraph (3) of the 1945 Constitution of the Republic of Indonesia. The principle of a state of law has the consequence that all state administration actions must be based on applicable law. Law is placed as the commander in regulating social, national and state life.¹

The existence of law not only aims to create order, but also to guarantee justice and provide legal certainty for all citizens. Legal certainty is a fundamental element in protecting citizens' rights and preventing arbitrary actions by any party, including the state itself.² The principle of the supremacy of law also demands equality before the law and a guarantee that every right held by citizens can be protected and enforced through applicable legal mechanisms.

The concept of a state based on the rule of law demands the protection of basic human rights, including land rights as part of economic and social rights. Land holds a highly strategic role because it is directly related to human survival. Land serves not only as a place to live but also as a source of livelihood, a means of production, and an asset of high economic value. This crucial position of land makes legal regulation in the land sector a crucial aspect of the national legal system.³

Land ownership and utilization that is not properly regulated has the potential to give rise to social inequality, agrarian conflict, and injustice in the distribution of resources.⁴ Therefore, the state, through its agrarian legal instruments, plays a crucial role in regulating, managing, and ensuring that land use is carried out fairly and orderly, while providing legal certainty for all levels of society. Clarity of land's legal status is a key prerequisite for creating social stability and supporting sustainable economic development.

Land regulations in Indonesia are based on Law Number 5 of 1960 concerning Basic Agrarian Regulations (UUPA). UUPA affirms that land, water, and airspace,

¹ Harposan Siallagan, "Implementation of the Principles of the Legal State in Indonesia," *Sociohumaniora* 18, no. 2 (2016): 131–37.

² Selvin Maluyu, "Assessing the Supremacy of Law in Guaranteeing Human Rights: Between Ideal Principles and the Reality of Implementation in Indonesia," *Judge: Jurnal Hukum* 06, no. 03 (2025): 398–411.

³ Miftahul Jannah and Nabila Putri Fauziyah, "Citizenship as a Condition for Land Ownership: A Philosophical and Legal Review," *Majelis: Jurnal Hukum Indonesia* 2, no. 4 (2025).

⁴ Brian Novanto, Kris Widhianti, and Dita Fitri, "Analysis of Land Redistribution Policy in Addressing Socioeconomic Inequality in Rural Areas," *Notaire* 8, no. 3 SE-Articles (October 31, 2025): 373–90, <https://doi.org/10.20473/ntr.v8i3.70896>.

along with the natural resources contained therein, are controlled by the state and used to the greatest extent possible for the prosperity of the people. The concept of "controlled by the state" implies that the state has the authority to regulate, manage, and oversee land use to ensure social justice.

The technical implementation of Complete Systematic Land Registration (PTSL) in Indonesia is further regulated through Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency Number 6 of 2018 concerning PTSL. This regulation serves as the operational basis for implementing systematic and complete land registration, covering all land plots within a village or sub-district. PTSL is implemented through structured stages, starting from planning, location determination, counseling, physical and legal data collection, data research, announcements, and the issuance of land title certificates. This regulation emphasizes that PTSL is a national strategic program aimed at accelerating the creation of orderly land administration and providing legal certainty regarding land rights comprehensively to the community.

Legal certainty in the land sector is one of the primary objectives of agrarian regulation. Legal certainty is necessary to protect land rights holders and prevent conflicts and disputes.⁵ This legal certainty is realized through the land registration system as stipulated in Article 19 of the UUPA. Land registration encompasses the activities of measuring, mapping, recording, and issuing certificates as legal proof of rights.

Land registration plays a strategic role in ensuring orderly land administration. Issued land certificates serve as legally binding proof of ownership. Certificates provide a sense of security for rights holders and increase the land's economic value. Legal certainty over land also contributes to social stability and economic growth, as land can be used as an investment and as collateral for economic activities.⁶

Empirical evidence shows that there is still a gap between the normative objectives of land registration and its implementation. The majority of people in Indonesia do not yet have land title certificates. This situation is caused by various factors, including limited access to land services, a lack of public understanding of the importance of land certification, and the complexity of administrative procedures. The lack of certificates often gives rise to disputes, both between individuals and between communities and other parties.

⁵ Gianni Putrisasmita, "The Position of the Complete Systematic Land Registration Program Within the Framework of Agrarian Reform to Achieve Legal Certainty in Land in Indonesia," *LITRA: Journal of Spatial Planning and Agrarian Environmental Law* 3, no. 1 (2023), <https://doi.org/10.23920/litra.v3i1.1466>.

⁶<https://kaltim.atrbpn.go.id/infografis/mengapa-perlu-sertipikat-tanah>, accessed on April 6, 2026, at 18.52 WIB.

Land disputes are a common problem in Indonesia. Disputes can arise from overlapping ownership, unclear land boundaries, and weaknesses in land administration. These conditions indicate that the land registration system is not functioning optimally. Weaknesses in the land administration system have the potential to create legal uncertainty that is detrimental to the public.⁷

These quantitative achievements do not fully reflect success in terms of quality and legal certainty. Field data shows that problems persist, such as discrepancies between physical and legal data, land boundary disputes between residents, and the use of land titles that are not yet legally binding. Several cases also indicate delays in data verification and validation, which have resulted in delayed certificate issuance.

These values align with the principle of legal certainty in land law, which demands clarity of ownership status, legal validity, and protection of individual rights to prevent illegal land grabbing or possession. Numerous studies have been conducted on Complete Systematic Land Registration (PTSL), but most focus on normative aspects and administrative achievements. Studies specifically analyzing the effectiveness of PTSL implementation through an empirical juridical approach that links legal norms with field practices are still relatively limited, particularly in a regional context such as Rembang Regency.

Based on the overall background description, it can be understood that the implementation of Complete Systematic Land Registration (PTSL) as a legal instrument in realizing legal certainty of land rights still faces various problems, especially in the aspect of implementation in the field related to the clarity of the use of the right basis, the strength of evidence, and the conformity between normative provisions and their implementation practices. This condition indicates that the success of the PTSL program is not only determined by administrative achievements, but also by the extent to which legal norms can be effectively applied in people's lives.

These issues necessitate an in-depth study using an empirical legal approach to analyze the effectiveness of PTSL implementation in ensuring legal certainty over land rights. This approach allows for the study of the relationship between applicable legal provisions and the reality of their implementation on the ground, as well as identifying gaps between *das sollen* and *das sein*. This study's focus becomes increasingly important in the context of Rembang Regency, which has its own unique land issues.

This research aims to comprehensively examine and analyze the effectiveness of the Complete Systematic Land Registration (PTSL) implementation in realizing

⁷ Gede Gangga Mahadhika et al., "Cancellation of Land Ownership Certificate Due to Overlapping Land Plots at the Bangli National Land Agency," *JUMAHA: Faculty of Law, Unmas Denpasar* 05, no. 02 (2025): 351–65.

legal certainty of land rights, taking into account normative aspects and its implementation in the community. Therefore, this research is entitled "Empirical Legal Analysis of the Effectiveness of the Complete Systematic Land Registration (PTSL) Implementation in Achieving Legal Certainty of Land Rights in Rembang Regency."

2. Research Methods

This research uses an empirical juridical approach, a method that combines normative legal studies of legislation with empirical studies of the realities of society. The empirical juridical approach not only examines law as written norms (law in books) but also examines how the law is applied in practice (law in action).⁸

3. Results and Discussion

3.1. Complete Systematic Land Registration (PTSL) to Achieve Legal Certainty of Land Rights in Rembang Regency

Before the Complete Systematic Land Registration (PTSL) program was implemented, the land situation in Rembang Regency displayed various complex structural problems, both from a legal, administrative, and social perspective. One of the main problems was the large number of unregistered land parcels without land title certificates. This situation not only reflects low land administration discipline but also indicates that the implementation of the land registration system is still not optimal as stipulated in the law. Nationally, this phenomenon also contributed to the emergence of the PTSL program as a step to accelerate land certification to provide legal certainty to the community.⁹

Based on 2023 data from the Rembang Regency Land Office, the implementation of the Complete Systematic Land Registration (PTSL) program has shown significant improvements in the land registration process. Of all registered land parcels in Rembang Regency, approximately 80% have been successfully registered and obtained land title certificates through the PTSL program. Meanwhile, approximately 20% of land parcels remain unregistered in the national land administration system.

These unregistered land parcels are generally located in rural areas characterized by hereditary land ownership, limited legal documentation, and low public awareness of the importance of land certification. Furthermore, some land parcels remain unregistered due to boundary disputes, inconsistencies in physical and legal data, and incomplete administrative requirements.

⁸ Bambang Sunggono, *Legal Research Methodology* (Jakarta: Raja Grafindo Persada, 2016), p. 42.

⁹ TitinAni, Bayuaji, and Daim, loc. it.

The 80% land registration achievement demonstrates that the PTSL program in Rembang Regency has been administratively effective in increasing the number of registered land parcels. However, the fact that approximately 20% of land parcels remain unregistered indicates that the PTSL implementation still faces various obstacles, both legal and administrative, and social. Therefore, further efforts are needed to improve the program's effectiveness so that all land parcels in Rembang Regency can be fully registered and achieve legal certainty.

Land ownership patterns in Rembang Regency are generally traditional and inherited, relying more on social recognition than written legal evidence. Many people rely solely on informal documents such as letter Cs, girik (land titles), or simply physical possession without any documentation. This situation creates a gap between *de facto* and *de jure* ownership, leaving the community at a disadvantage in the event of a dispute due to a lack of solid evidence.

The problem is further complicated by the lack of organized and integrated land administration. Much land remains unequivocally mapped and unregistered in the land administration system. This disparity between physical and legal data can lead to errors in determining land boundaries, land size, and ownership status. Numerous studies have found that the lack of land data integration is a major factor contributing to agrarian conflicts and overlapping land ownership.¹⁰

Lack of legal understanding among the public is also a contributing factor to the worsening situation. Some people still don't realize the importance of registering land and obtaining a certificate as valid legal proof. The belief that physical possession is sufficient to prove land ownership makes people less motivated to register. Other aspects such as limited access to services, minimal outreach, and the perception that the certification process is expensive also contribute to low public participation in the land administration system. Empirical studies show that social factors such as a lack of understanding and local customs are among the reasons why people are reluctant to formally certify their land.¹¹

Due to these various factors, the potential for land disputes in Rembang Regency is quite high. Common disputes include overlapping ownership, ambiguous land boundaries, and multiple claims to a single area of land.¹² In land registration

¹⁰ Ridwan Alfi Saputro, "Proof of Land Rights Control for Complete Systematic Land Registration (PTSL) Application in Kalibata Village RW 05 in 2019-2020 Based on Government Regulation Number 24 of 1997," *Al-Zayn: Journal of Social Sciences & Law* 3, no. 4 SE-Articles (September 2, 2025): 3971–78, <https://doi.org/10.61104/alz.v3i4.1922>.

¹¹ M Trianda Dasa Prima and Jossy Prananta Moeis, "Analysis of the Reasons Why Communities Do Not Certify Rice Fields 'Rotating' in the Complete Systematic Land Registration Program (PTSL)," *Jurnal Pertanahan* 14, no. 1 SE-Article (July 29, 2024): 40–53, <https://doi.org/10.53686/jp.v14i1.197>.

¹² Diana Fitriana Kholissaatus Sa'adah, Rahmat Saputra, "Legal Protection for Owners of Overlapping Land Certificates in the Complete Systematic Land Registration Program (PTSL),"

practices, the issue of overlapping certificates often arises, indicating weaknesses in the existing land administration system. This problem not only impacts legal certainty but also risks prolonging social conflict and hindering productive land use.

Initial conditions related to land also indicate limited institutional capacity in managing land administration. Limited human resources, facilities, and an unintegrated land information system hinder the overall realization of orderly land administration. Several studies have identified these elements as key barriers to the implementation of land policies in Indonesia, including the PTSL program.¹³

The initial land conditions in Rembang Regency before the PTSL (Complete Land Registration) program could be categorized as not providing legal certainty for the community. The high number of uncertified lands, traditional land ownership patterns, weak land administration, low public legal awareness, and high potential for disputes are key indicators of the urgent need for reform of the land registration system. Therefore, the PTSL program is crucial as a legal and policy instrument to address these issues, particularly in realizing comprehensive and equitable legal certainty for land rights.

The effectiveness of the Complete Systematic Land Registration (PTSL) program is a crucial aspect in assessing the program's ability to achieve its primary objective, namely ensuring legal certainty over land rights. In this study, effectiveness is measured not only quantitatively, in the form of the number of certificates issued, but also qualitatively, including the level of legal certainty, reduced land disputes, and increased public trust in the land administration system.

Empirically, the implementation of PTSL in Rembang Regency has demonstrated significant quantitative success. According to Land Office data, over 80% of land plots have been successfully registered through the PTSL program. This achievement demonstrates the program's administrative effectiveness in accelerating the legalization of community assets. Furthermore, interviews with village officials and community members indicate that the PTSL program has increased community access to land certificate ownership through relatively simpler procedures and more affordable costs.

In assessing the effectiveness of PTSL implementation, this study uses the theory of legal effectiveness put forward by Soerjono Soekanto, which states that legal

Jurnal Hukum Sasana 11, no. 1 SE-Articles (June 23, 2025): 149–69, <https://doi.org/10.31599/sasana.v11i1.3807>.

¹³ Bambang Suharto and Supadno, "Obstacles in the Implementation of the Complete Systematic Land Registration Program (PTSL)," *IJPA- The Indonesian Journal of Public Administration* 09, no. 1 (2023): 27–42.

effectiveness is influenced by five main factors, namely the legal factor itself, law enforcement factors, means or facilities factors, community factors, and cultural factors.¹⁴ The effectiveness of PTSL implementation is determined not only by the existence of regulations and administrative achievements, but also by the quality of implementation on the ground and the interaction between the law and social conditions. Therefore, comprehensive improvement efforts are needed to enhance the program's effectiveness, including strengthening legal aspects, increasing the capacity of officials, refining the administrative system, and increasing public legal awareness.

3.2. Problems and Factors Influencing the Implementation of PTSL in Rembang Regency

Land registration is a fundamental tool in the national agrarian legal system, aimed at ensuring orderly land administration and providing legal certainty regarding land rights. Conceptually, land registration can be seen as a series of activities carried out by the government on an ongoing, regular, and continuous basis, encompassing the collection, processing, recording, and presentation of physical and legal data regarding land parcels, including the submission of proof of rights for the benefit of the community.¹⁵ This activity is not only administrative in nature, but also has a crucial legal aspect because it is directly related to the recognition and protection of land rights by the state.

Normatively, the definition of land registration is regulated in Article 1 number 1 of Government Regulation No. 24 of 1997 concerning Land Registration, which states that land registration is a series of activities carried out by the government continuously, sustainably, and regularly to collect, process, document, and present physical and legal data in the form of maps and lists regarding land plots and apartment units, including the provision of proof of rights. This definition shows that land registration does not only focus on issuing certificates, but also includes the entire systematic and integrated land administration process.

The primary purpose of land registration is to provide legal certainty and protect the rights of landowners. This legal certainty is demonstrated through an explanation of the subject of the rights (landowner), the object of the rights (location, boundaries, and size of the land), and the legal status of the land in question. The objects registered in land registration encompass two main aspects: physical data and legal data. Physical data relates to the original condition of the land, such as location, boundaries, area, and land use, as determined by measurement and mapping. Meanwhile, legal data relates to the legal status of the land, including the type of rights, the rights holder, and the

¹⁴ Soerjono Soekanto, loc. cit., pp. 8-9.

¹⁵ Desi Apriani and Arifin Bur, "Legal Certainty and Legal Protection in the Land Registration Publication System in Indonesia," *Jurnal Bina Mulia Hukum* 5, no. 2 (2021).

basis for obtaining the rights, which are obtained through documentary evidence and testimony.¹⁶ These two types of data need to be interconnected and integrated to produce accurate and legally accountable land information. Mismatches between physical and legal data often cause problems in land registration practices, particularly those related to boundary disputes and ownership rights.

The implementation of Complete Systematic Land Registration (PTSL) in Rembang Regency is inextricably linked to the region's characteristics and underlying social conditions. Rembang Regency is geographically dominated by rural areas, with the primary livelihoods of the community being agricultural, such as farming, plantations, and some fisheries. These characteristics have implications for land ownership and use patterns that remain traditional, where land is viewed not only as an economic asset but also holds strong social and cultural values in the community.

Land ownership patterns in Rembang Regency are generally still dominated by a hereditary system. Land is often acquired through family inheritance without formal, written proof of ownership. In practice, communities rely more on social recognition and natural boundaries as the basis for ownership, such as trees, rivers, or other informally agreed-upon physical landmarks. This situation demonstrates a gap between *de facto* and *de jure* land ownership, which ultimately has the potential to give rise to legal issues, particularly in terms of proving land rights.¹⁷

The effectiveness of the implementation of Complete Systematic Land Registration (PTSL) in Rembang Regency, this study uses the theory of legal effectiveness put forward by Soerjono Soekanto, which states that legal effectiveness is influenced by five factors, namely:¹⁸

1) Legal Factors (Legal Substance)

Normatively, the implementation of PTSL has a strong legal basis, starting from the Basic Agrarian Law, the Government Regulation on Land Registration, and the Regulation of the Minister of Agrarian Affairs and Spatial Planning/National Land Agency on PTSL. These regulations detail the procedures, stages, and mechanisms for proving rights in land registration.

Based on empirical research, there remains a gap between normative provisions and their implementation in the field. One such discrepancy is in the provision of

¹⁶ Tetty Marlina Tarigan et al., "Procedures for Implementing Land Registration Through the Complete Systematic Land Registration Program," *Journal of Revolutionary Economics* 7, no. 6 (2024): 445–55.

¹⁷ Results of Interview with Rembang Regency Land Office Officers, April 15, 2026.

¹⁸ Soerjono Soekanto, *Op.Cit.*, p. 79.

legal basis for proving rights. Normatively, proving rights should be based on valid written documents, but in practice, this is often achieved through simple evidence such as witness testimony and physical possession.¹⁹

2) Law Enforcement Factors (Implementing Officers)

Law enforcement factors in PTSL implementation include all officials involved, including the Land Office, the Adjudication Committee, and the village government. The role of these officials is crucial in ensuring that each stage of implementation complies with applicable regulations.²⁰

Based on interviews, one of the main obstacles is limited human resources compared to the high workload. Officers often have to handle numerous land parcels in a limited time. Furthermore, there are differences in understanding and competence among officers, particularly in assessing the validity of legal documents.²¹

Based on these five factors, it can be concluded that the implementation of PTSL in Rembang Regency has been quite effective quantitatively, but not yet fully effective qualitatively. This is due to the complex interaction between legal factors, implementing officials, infrastructure, the community, and legal culture.

3.3. Efforts That Can Be Made to Increase the Effectiveness of PTSL Implementation in Realizing Legal Certainty of Land Rights in Rembang Regency in the Future

The implementation of the Complete Systematic Land Registration (PTSL) in Rembang Regency has shown significant progress, particularly in quantitative terms, as evidenced by the increase in the number of registered land parcels and the issuance of certificates. However, this achievement has not been accompanied by a substantial improvement in the quality of legal certainty.

Various issues exist, such as weak recognition of rights, discrepancies between physical and legal data, and the potential for ongoing disputes even after certificates have been issued. These conditions demonstrate a gap between the ideal provisions (*das sollen*) and the reality on the ground (*das sein*), thus rendering the primary goal of PTSL, which is to achieve legal certainty over land rights, unfulfilled.²²

¹⁹Results of Interview with Rembang Regency Land Office Officers, April 15, 2026.

²⁰ Alnada Dewani and Ana Silviana, "Comparison of Legal Aspects of Land Registration Through PRONA and PTSL (Study of Cirebon City Land Office)," *NOTARIUS* 17, no. 2 (2024): 1125–43.

²¹Results of Interview with Rembang Regency Land Office Officers, April 15, 2026.

²²https://jdih.rembangkab.go.id/produk_hukum/Perdes/2019%20-%20Perdes%204-2019%20ttg%20Pelaksanaan%20Program%20PTSL%20-%20fix.pdf, accessed on April 19, 2026.

A number of strategic steps are needed to improve the effectiveness of PTSL implementation in the future. These efforts should not focus solely on the administrative side but also involve comprehensive improvements encompassing legal substance, institutional structure, infrastructure, as well as societal elements and legal culture. This approach aligns with the theory of legal efficiency, which emphasizes the importance of integrating various factors in determining the success of a legal policy.²³ Furthermore, efforts to improve the effectiveness of PTSL also need to be examined from the perspective of legal certainty theory to ensure that the resulting certificates not only have formal validity but also provide in-depth legal certainty. Conversely, in the context of legal system theory, improvements need to be made simultaneously to the structural, substantive, and cultural elements of law so that the land registration system can operate optimally and sustainably.

Efforts to improve the effectiveness of PTSL implementation in Rembang Regency require comprehensive, integrated planning and a long-term focus, involving various parties, including the government, implementing officials, and the community as legal subjects. This holistic approach is expected to narrow the gap between norms and practices and create a land registration system that is more than just administratively organized.²⁴

Efforts to improve the effectiveness of the Complete Systematic Land Registration (PTSL) in Rembang Regency can begin with legal substance, as regulations are the primary foundation for implementing any land policy. Normatively, PTSL regulations have been comprehensively covered in a number of laws and regulations, including the Agrarian Basic Law, Government Regulations concerning Land Registration, and the Regulation of the Minister of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN) concerning PTSL. However, field findings indicate that there are still discrepancies between these normative provisions and their practical application, particularly regarding proof of title and the validity of legal data.

One step that must be taken is to improve technical regulations related to land title verification. In the implementation of PTSL (Complete Land Registration System), title verification is typically conducted using simple approaches, such as witness testimony and physical possession within a specified period, as an adaptation to the conditions of communities lacking official documents. While this method facilitates accelerated land registration, it can also create legal uncertainty if not accompanied by clear and stringent standards. Therefore, stricter standardization is needed regarding simple proof criteria, including

²³ Permata Intan Maharani and Davina Nurfadilah, "Obstacles and Effective Solutions in the Implementation of the Complete Systematic Land Registration Program (PTSL) in the Digital Era," Kampus Akademik Publishing: Jurnal Ilmiah Penelitian Mahasiswa 2, no. 6 (2025): 173–78.

²⁴ Results of Interview with Rembang Regency Land Office Officers, April 15, 2026.

limitations, requirements, and verification mechanisms that can more accurately ensure the validity of legal data.

Efforts to improve the effectiveness of the Complete Systematic Land Registration (PTSL) in Rembang Regency also need to focus on the legal structure, particularly those related to implementing officials. In this context, the officials involved include the Land Office, the Adjudication Committee, the physical and legal Task Forces (Satgas), and the village government as strategic partners at the local level. Based on research findings, one of the main obstacles in the implementation of PTSL is limited human resources, both in terms of quantity and quality. The high workload, especially in the implementation of the program on a mass scale in a relatively short time, means that the data verification process, particularly legal data, cannot always be carried out optimally.

The land registration system in the Netherlands is implemented through a Cadastre agency, which manages land data in an integrated, digital manner. This system emphasizes transparency and openness of information, allowing the public to easily access land data to verify the validity of a plot of land before making a transaction. Data integration between physical and legal aspects is systematically implemented, minimizing the potential for data discrepancies.²⁵ This shows that strengthening the land administration and technology system is the main key to creating effective legal certainty.

Compared with the implementation of PTSL in Indonesia, particularly in Rembang Regency, the land registration system still faces challenges in terms of data validity and substantive legal certainty. While land certificates generated through PTSL have strong evidentiary power, they are not absolute, as they can still be challenged if administrative flaws or other stronger evidence are found. This contrasts with the Torrens system, which provides a direct state guarantee of the accuracy of the data contained in the certificate.

Lessons learned from other countries demonstrate that increasing the effectiveness of PTSL implementation requires not only procedural improvements, but also a focus on strengthening legal guarantees for land registration results, improving data accuracy from the outset, and developing an integrated, technology-based land administration system. By selectively adopting these principles and adapting them to the social conditions of Indonesian society, it is hoped that the national land registration system can evolve toward a more modern, accurate system capable of providing stronger legal certainty for the public.

²⁵<https://www.scribd.com/presentation/712944255/20240202-PKA-Kelompok-1>, accessed on April 20, 2026.

Future efforts to improve the effectiveness of PTSL implementation in Rembang Regency must be carried out comprehensively and sustainably, encompassing regulatory refinements, increasing the capacity of officials, strengthening technology-based administrative systems, increasing public legal awareness, and transforming legal culture. This holistic approach is expected to narrow the gap between norms and practices and create a land registration system that is not only administratively orderly but also provides real, equitable, and sustainable legal certainty for the community regarding land rights.

4. Conclusion

Based on the description of the research results and discussion that the author has outlined above, the following conclusions can be drawn: 1. The implementation of the Complete Systematic Land Registration (PTSL) in Rembang Regency has essentially made a significant contribution to realizing legal certainty over land rights, particularly from the formal administrative aspect by increasing the number of land parcels that are widely certified. This program has succeeded in reducing the disparity between factual (*de facto*) and legal (*de jure*) land ownership, as well as increasing the community's sense of security regarding their land ownership. However, the resulting legal certainty is still relative and not fully substantive, because various problems are still found such as weak legal basis, inconsistencies between physical and legal data, and the potential for disputes that continue to arise even though certificates have been issued. Thus, PTSL in Rembang Regency can be said to be effective quantitatively, but not yet optimal qualitatively in realizing comprehensive and sustainable legal certainty. 2. The problems and factors influencing the implementation of PTSL in Rembang Regency show that although this program has succeeded in increasing land registration significantly, there are still various structural and cultural obstacles. The main problems include a weak legal basis, inconsistencies between physical and legal data, overlapping ownership, limited human resources, suboptimal administrative and technological systems, low public legal awareness, and a strong traditional legal culture. These factors are interrelated and influence the effectiveness of PTSL implementation, as analyzed through the theory of legal effectiveness, which includes aspects of legal substance, implementing officials, infrastructure, the community, and legal culture. Thus, it can be concluded that PTSL implementation in Rembang Regency has been effective quantitatively, but not yet fully effective qualitatively in realizing substantive legal certainty. 3. Future efforts to improve the effectiveness of PTSL implementation in Rembang Regency require comprehensive and sustainable improvement measures to address the gap between normative provisions and the reality on the ground. These efforts include improving legal substance, particularly in the standardization of proof of rights, increasing the capacity and number of human resources, strengthening institutional coordination, and developing an integrated digital-based land administration system. Furthermore,

increasing legal awareness and transforming the community's legal culture through educational and cultural approaches are also important factors in supporting the program's success. Furthermore, strengthening dispute prevention and resolution mechanisms from an early stage and learning from the practices of other countries with more advanced land registration systems are strategic elements in achieving more substantive legal certainty. Therefore, the effectiveness of PTSL implementation in the future is largely determined by the synergy between legal, institutional, technological, and community aspects as a whole.

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