

## Effectiveness of the Complete Systematic Land Registration Program (PTSL) In Rembang Regency

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**Abstract.** *This study aims to analyze: 1) The implementation of complete systematic land registration (PTSL) at the BPN/ATR of Rembang Regency. 2) Obstacles and solutions to the implementation of complete systematic land registration (PTSL) at the BPN/ATR of Rembang Regency. This type of research is sociological juridical research. The approach method in this study is a descriptive analytical approach. The types of data in this study are primary data and secondary data sourced from primary, secondary and tertiary legal materials. The data collection method uses field studies and literature studies. The analysis in this study is qualitative. The results of the study concluded: 1) The implementation of complete systematic land registration (PTSL) at the BPN/ATR of Rembang Regency, especially Sarang District, was carried out in accordance with Presidential Instruction Number 2 of 2018 and Regulation of the Minister of ATR/BPN Number 6 of 2018, with effective coordination between the BPN, local government, village officials, and the community. The 100% target by 2024 was achieved, providing positive impacts in the form of legal certainty, protection of ownership rights, orderly land administration, increased access to financing, and public legal awareness. This PTSL is in line with the theory of legal certainty, legal protection, the legal system, law enforcement, and the principles of Islamic justice that affirm equal rights to land. 2) Obstacles to PTSL in Rembang Regency include: (a) administrative-technical, such as mistaken identity, differences in measurement results, and overlapping land plots; (b) socio-economic, such as the burden of non-BPN costs, low understanding of the benefits of certificates, and misperceptions regarding taxes; and (c) regulatory-implementation, such as suboptimal electronic certificates and lack of initial mapping of land plots. Solutions taken include strict document verification, additional measuring personnel, strengthening the role of village officials, re-measurement, community-based outreach, subsidies for non-BPN costs, NJOP-based tax education, and expanding the implementation of integrated e-certificates based on spatial and legal data.*

**Keywords:** *Effectiveness; Land Registration; PTSL.*

## 1. Introduction

Everything that exists in the heavens and the earth, including the land, is essentially the property of Allah SWT. As the true owner of everything (including land), Allah SWT gives the power (istikhlaf) to humans to manage this property of Allah in accordance with His laws. The origin of ownership (aslul milki) belongs to Allah SWT, and that humans have no rights except to use it (tasarruf) in a way that is approved by Allah SWT.<sup>1</sup>The narrative above is also in accordance with the provisions of Article 33 paragraph (3) of the 1945 Constitution of the Republic of Indonesia which states that "the earth and water and the natural resources contained therein are controlled by the state and used for the greatest prosperity of the people."

The constitutional provisions place the government as the holder of power over the land, water and natural resources of Indonesia to be utilized for the greatest prosperity of the Indonesian people without exception. In order to provide legal certainty and legal protection of people's land rights fairly and equitably, as well as to encourage the growth of the national economy in general and the people's economy in particular, and to immediately realize what is mandated by Article 19 of the UUPA, that land registration is carried out throughout the territory of the Republic of Indonesia, the acceleration of complete systematic land registration (PTSL) activities is carried out throughout the territory of the Republic of Indonesia.<sup>2</sup>

PTSL is essentially a simultaneous, first-time land registration process that covers all unregistered land within a village, sub-district, or other similarly designated area. Through this program, the government guarantees legal certainty and guarantees community land rights. The PTSL method is a government innovation through the Ministry of ATR/BPN to meet the community's basic needs: clothing, food, and shelter. The program is outlined in Ministerial Regulation No. 12 of 2017 concerning PTSL and Presidential Instruction No. 2 of 2018. PTSL, popularly known

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<sup>1</sup>Nurhayati A., (2017). "Hak-Hak Atas Tanah Menurut Hukum Islam dan Undang-Undang Pokok Agraria", *Jurnal Universitas Dharmawangsa*, Vol. 5, No. 1, p. 3.

<sup>2</sup>Mira Novana Ardani, (2019). "Tantangan Pelaksanaan Kegiatan Pendaftaran Tanah Sistematis Lengkap dalam Rangka Mewujudkan Pemberian Kepastian Hukum", *Jurnal Universitas Diponegoro*, Volume 6, Edisi I, Semarang, p. 53.

as land certification, is a manifestation of the government's obligation to guarantee legal certainty and protection for community land ownership. In addition, communities who have received certificates can use these certificates as capital for empowering and effective business assistance to improve their well-being.<sup>3</sup>

In reality, the implementation of PTSL has not been running optimally, this is a result of the importance of land certificates is still not fully understood by the public. The public generally lacks understanding of the function and usefulness of certificates, a factor fueled by a lack of accurate information about land registration. This lack of accurate and easily understood information about land registration negatively impacts public awareness of land registration. Furthermore, the public perceives that land certificates are only valued for their economic value. Furthermore, there is a perception that obtaining land certificates takes a significant amount of time. As revealed by one member of the public who has registered their land sporadically, the process for obtaining a certificate takes at least three or four months, and at most eight months, with some even taking up to a year. This presumption of a strong legal basis for land ownership is significant. This has resulted in the PTSL program in Rembang Regency being less than optimal. The Head of the Rembang National Land Agency (BPN), Muh. Nurdin, represented by Karismawan, stated that the PTSL program targeted 40,000 plots of land in Rembang Regency within five months, or until June 2024. However, by early May 2024, the BPN had only completed the target of 17,000 plots.<sup>4</sup> In this regard, the author attempts to analyze the factors contributing to the low level of public awareness regarding land registration in Rembang Regency. These factors are thought to include ignorance of the importance of land certificates, the high cost of land registration, the quality of service provided by land officials, ignorance of the purpose of land rights registration, and a lack of government outreach regarding land registration.<sup>5</sup>

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<sup>3</sup>[https://www.kominfo.go.id/content/detail/12924/program-pts-l-pastikan-penyelesaian-sertifikasi-lahan-akan-sesuai-target/0/artikel\\_gpr](https://www.kominfo.go.id/content/detail/12924/program-pts-l-pastikan-penyelesaian-sertifikasi-lahan-akan-sesuai-target/0/artikel_gpr), accessed on June 1, 2024.

<sup>4</sup>Interview with Karismawan, S.ST., MH as Head of Rights Determination and Registration at the ATR/BPN Office of Rembang Regency, on Thursday, November 21, 2024, at 09.00 WIB.

<sup>5</sup>*Loc. cit.*

## 2. Research Methods

This research is a sociological-juridical study. The approach used is descriptive analytical. The data used are primary and secondary data sourced from primary, secondary, and tertiary legal materials. Data collection methods include field studies and library research. The analysis is qualitative.

## 3. Results and Discussion

### 3.1. Implementation of Complete Systematic Land Registration (PTSL) at the BPN/ATR of Rembang Regency

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.<sup>6</sup>As 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 issuance of certificates of proof of rights for land plots, aboveground space, underground space for which rights already exist and ownership rights to apartment units and certain rights that encumber them.

Land registration is a prerequisite in efforts to organize and regulate the allocation, control, ownership and use of land, including overcoming various problems. Land registration aims to provide certainty of rights and legal protection for land rights holders, evidenced by land certificates, as an instrument for regulating land ownership and control, and as a control instrument for land use

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<sup>6</sup>Kusmaryanto & Gunarto, Pendaftaran Akta Jual Beli Yang Melebihi Jangka Waktu Pendaftaran Tanah Di Kantor Agraria Dan Tata Ruang/Badan Pertanahan Nasional Kota Semarang, *Jurnal Akta*, Vol. 4 No. 3 September 2017, p. 475

and utilization. Land rights registration is a guarantee from the State and is an important instrument for protecting land owners.<sup>7</sup>

Through the land registration program, individuals and legal entities can obtain land title certificates. It is hoped that with the registration of land parcels, land administration will become more orderly. Communities who have obtained land title certificates can actively participate in optimally utilizing their land. Furthermore, certified land can be used to reduce the potential for land ownership disputes and as collateral for loans.<sup>8</sup>

The slow process of issuing land certificates has been a major concern for the government. To address this issue, the government, through the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN), has established a National Priority Program in the form of the Acceleration of Complete Systematic Land Registration (PTSL), as stipulated in Presidential Instruction of the Republic of Indonesia Number 2 of 2018 concerning the Acceleration of Complete Systematic Land Registration throughout the Republic of Indonesia.

The Complete Systematic Land Registration Program (PTSL) is an innovation implemented by the Minister of Agrarian Affairs and Spatial Planning to accelerate land registration and create a comprehensive map of a region. The Complete Systematic Land Registration Program (PTSL) aims to ensure that communities obtain legal certainty and legal protection for land rights in a fast, simple, secure, smooth, fair, equitable, and transparent manner.<sup>9</sup>

The implementation of Complete Systematic Land Registration (PTSL) is regulated in detail in the Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency Number 6 of 2018 as one of the implementations of the Presidential Instruction of the Republic of Indonesia Number 2 of 2018 concerning the Acceleration of Complete Systematic Land Registration. The main objective of this stage is to ensure that the entire land

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<sup>7</sup>Anis Ayu Rahmawati & Achmad Sulchan, Kebijakan Untuk Memperlancar Pemberkasan Program Pendaftaran Tanah Sistematis Lengkap (PTSL) di Kantor Pertanahan Kabupaten Blora, *Jurnal Akta*, Volume 5 Nomor 4, December 2018, p. 885

<sup>8</sup>Putri Bahagia Ningrum & Kami Hartono, Pelaksanaan Pendaftaran Tanah Sistematis Lengkap (PTSL), *Prosiding : Konferensi Ilmiah Mahasiswa Unissula (KIMU) 4*, Unissula Semarang, October 28, 2020 p. 637

<sup>9</sup>Maulida Soraya Ulfah & Denny Suwondo, Pelaksanaan Pendaftaran Tanah Sistematis Lengkap (PTSL) Di Kabupaten Demak, *Prosiding : Konferensi Ilmiah Mahasiswa Unissula (KIMU) 2*, Unissula Semarang, October 18, 2019, p. 2

registration process is carried out in a structured, transparent, and in accordance with legal provisions, so that the results have valid evidentiary force and provide legal certainty for land owners. The stages of PTSL implementation in general are the Preparation Stage, Collection and Research of Physical Data, Collection and Research of Legal Data, Announcement of Physical and Legal Data, Determination of Rights and Issuance of Certificates and Submission of Certificates. In Rembang Regency, the implementation of PTSL is carried out in stages every year, covering all sub-districts, including Sarang Sub-district as one of the areas where this research was conducted.

Based on the results of interviews with the ATR/BPN Office of Rembang Regency, it is known that the PTSL target for 2024 is 19,972 land plots, covering 155 villages in 13 sub-districts.<sup>10</sup> This number has increased compared to previous years, and all targets have been achieved 100%. This achievement demonstrates that the Rembang Regency National Land Agency (BPN) has optimally achieved quantitative targets. However, quantitative success does not necessarily translate into qualitative success, as technical issues persist in the field. The land objects targeted by PTSL are very diverse, including land owned by individuals, legal entities, customary land, land owned by government agencies or state institutions, and waqf land. This provision aligns with the Regulation of the Minister of ATR/BPN No. 6 of 2018.<sup>11</sup>

Certificate issuance data shows a surge in the number of Freehold Title (SHM) certificates in 2024. In 2023, the number of certificates issued was 11,801 SHM plots, 1,507 SHGB plots, 5,763 Right to Use (HP) plots, and 87 Waqf plots. There were no issuances of Right to Cultivate (HGU). Meanwhile, in 2024, the number of SHM plots was 20,368, 510 SHGB plots, 1,735 HP plots, and 31 Waqf plots.<sup>12</sup> The decrease in the number of SHGB and HP in 2024 compared to 2023 can be interpreted as a shift in the PTSL focus to uncertified privately owned land. This also aligns with the government's target of accelerating the legalization of community land, thus ensuring more equitable access to credit facilities and legal protection.

Based on the results of research in Sarang District, there are several main factors that cause people to be reluctant to participate in the PTSL program, including the

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<sup>10</sup>Interview with Mr. Karismawan, Head of Land Rights Determination and Registration Section, Rembang Regency Land Agency, November 21, 2024

<sup>11</sup>Regulation of the Minister of ATR/BPN No. 6 of 2018 concerning Complete Systematic Land Registration (PTSL).

<sup>12</sup>*Ibid.*

hope that the program is completely free even though there are still non-BPN costs, a lack of understanding that PBB is not proof of land ownership, and the existence of disputes or unclear land boundaries. Field studies in three villages showed variations in conditions: Jambangan Village (2021) with 815 applications and high participation but still some residents refused due to issues with heirs' permission and the assumption that PBB is sufficient, resulting in 80% ownership of physical certificates at a cost of IDR 375,000; Nglojo Village (2024) with 300 applications and high enthusiasm, although there were a small number of residents who refused for similar reasons, managed to issue 75% of physical certificates at a cost of IDR 375,000; while Baturno Village (2024) only submitted 40 plots due to the coverage of land that was mostly already certified, low participation due to cost constraints and negative perceptions about taxes, but uniquely the PTSL results in this village already use electronic certificates at a cost of IDR 350,000. These findings indicate that the implementation of PTSL in Sarang District was relatively successful in increasing the legality of land ownership, but still faces economic constraints, legal understanding, and differences in participation levels between villages.<sup>13</sup>

Sarang District, located in the eastern and northern parts of Rembang Regency, has unique socio-economic conditions. The coastal community is dominated by fishermen whose income depends on the season, while the southern region is inhabited by farmers who often switch to fishing during the lean season. This situation affects the community's financial capacity and spending priorities, including in processing land certificates. The Sarang District Head emphasized the importance of having complete block maps from the National Land Agency (BPN) to avoid overlapping land boundaries, ensuring village officials understand the history and boundaries of land, and paying attention to problematic land even when village documents are complete. He hopes that the BPN can strengthen initial data verification, actively involve village officials, and increase socialization of the benefits and obligations related to land certificates. The implementation of PTSL in Sarang, as part of a national strategic policy based on Presidential Instruction No. 2 of 2018 and Regulation of the Minister of Agrarian Affairs and Spatial Planning/BPN No. 6 of 2018, aims to accelerate the registration of all land parcels, provide legal certainty, and promote orderly land administration through

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<sup>13</sup>Interview with Mr. Nasaton Rofiq, Sh, as the Sub-district Head of Sarang District, Rembang Regency, on Monday, July 28, 2025



synergy between the BPN, sub-district governments, villages, and the community.<sup>14</sup>

Based on the Legal Certainty Theory perspective proposed by Gustav Radbruch, PTSL in Sarang District demonstrates the fulfillment of the elements of legal certainty, namely the availability of clear, consistent, and accessible regulations for the public. The rules for implementing PTSL have been positively implemented through legislation, openly socialized, and become a reference for the work of officials. The process of collecting physical and legal data, measuring land plots, announcing data, and issuing certificates all proceed according to established procedures. This fulfills Jan Michiel Otto's criteria that legal certainty requires the consistent application of regulations by government agencies and citizen compliance with these regulations.<sup>15</sup> Sarang District residents who participate in this program can easily access information regarding the requirements and registration stages, both through outreach at the village hall and through village officials who are the spearhead of communication.

Based on the perspective of Legal Protection theory, the implementation of PTSL in Sarang District contains complementary elements of preventive and repressive protection. Preventive protection is evident in the strict document verification stage before measurement is carried out, thereby minimizing the risk of overlapping claims. Repressive protection is realized through an objection mechanism that is opened during the announcement period of physical and legal data, providing an opportunity for parties who feel aggrieved to file a rebuttal. This mechanism is in line with Satjipto Rahardjo's opinion that legal protection is an effort to guarantee citizens' rights from being violated, by providing legally recognized means of defense.<sup>16</sup> Through PTSL, residents who previously only had proof of ownership in the form of a girik or land certificate can now obtain a land title certificate that has full evidentiary power in the eyes of the law.

Based on Lawrence M. Friedman's legal system theory, the effectiveness of PTSL in Sarang District can be analyzed through three components, namely legal structure, legal substance, and legal culture.<sup>17</sup> The legal structure for PTSL

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<sup>14</sup>Interview with Mr. Wahib, Head of Social Welfare Section of Baturno Village, Sarang District, Rembang Regency, July 28, 2025

<sup>15</sup>Gustav Radbruch, (2006), *Filsafat Hukum*, Terj. oleh Mochtar Kusumaatmadja, Bandung : Alumni, p.24

<sup>16</sup>Satjipto Rahardjo, (2000), *Ilmu Hukum*, Bandung : Citra Aditya Bakti, p. 53.

<sup>17</sup>Lawrence M. Friedman, (1975), *The Legal System: A Social Science Perspective*, New York : Russell Sage Foundation, p. 15.



implementation in this region involves formal institutions such as the Rembang Regency Land Office as the primary implementer, the Adjudication Committee as the technical team, and village officials who assist with administration and outreach. The legal substance used includes statutory provisions related to land registration, technical guidelines for PTSL implementation, and standard administrative procedures. Legal culture is evident in the community's generally positive response, demonstrated by enthusiasm in submitting documents, participating in the measurement process, and attending outreach activities. This active community involvement is one indicator of PTSL's success, as without the support of a strong legal culture, even the best policies will be difficult to implement.

Based on Soerjono Soekanto's theoretical framework for law enforcement, PTSL in Sarang District can be categorized as law enforcement in the broad sense, encompassing not only the implementation of laws and regulations but also fostering public legal awareness. PTSL implementers are not only tasked with issuing certificates but also with educating the public about the importance of land registration and the legal procedures that must be followed. As a result, people who previously did not understand the benefits of certificates have now begun to see them as a crucial instrument for protecting assets and increasing the economic value of land. This success demonstrates that law enforcement through PTSL not only produces legal documents but also fosters more compliant legal behavior among the community.

From the perspective of Islamic justice theory, the implementation of PTSL in Sarang District reflects the principle of 'adl (justice) as taught in QS Al-Maidah verse 8, namely providing equal rights to every citizen without discrimination. All program participants, whether from low or high socioeconomic backgrounds, have an equal opportunity to obtain land certificates as long as they meet the administrative requirements. The registration process is conducted transparently, thus avoiding practices that are detrimental to one party. This principle of justice is crucial, because legal land ownership is a form of basic right that must be protected by the state.<sup>18</sup>

An analysis of the five theoretical frameworks indicates that the implementation of PTSL in Sarang District, Rembang Regency, has been effective. This effectiveness is reflected in clear legal certainty, protection of citizens' rights, integration of

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<sup>18</sup>Al-Maududi, (1993), *Keadilan dalam Islam*, Jakarta : Gema Insani Press, p. 102.

elements of the legal system, substantive law enforcement, and equitable application of the principle of justice. While this effectiveness is not without its shortcomings, the existing achievements demonstrate that the PTSL program has made a significant contribution to orderly land administration and increased public legal awareness.

### **3.2. Obstacles and Solutions to the Implementation of Complete Systematic Land Registration (PTSL) at the BPN/ATR of Rembang Regency**

Land plays a vital role in the lives of the Indonesian people. This is because Indonesia is an agricultural nation, so every activity undertaken by the majority of Indonesians constantly requires and involves land. In fact, for most Indonesians, land is considered sacred, as it symbolizes their social status.<sup>19</sup>

The implementation of the Complete Systematic Land Registration (PTSL) in Rembang Regency, particularly Sarang District, has been effective in principle and has essentially met most of the objectives set out in Presidential Instruction Number 2 of 2018 and Regulation of the Minister of ATR/BPN Number 6 of 2018. However, based on research results, several obstacles have been encountered in its implementation. These obstacles can be categorized into three main groups: First, administrative-technical obstacles in the form of identity errors on certificates, differences in measurement results with physical conditions, and overlapping land plots. Solutions: tighten document verification, add measuring personnel, optimize the role of village officials, conduct re-measurements on problematic areas, and expand the application of electronic certificates based on validated block maps. Second, socio-economic obstacles include the burden of non-BPN costs, low understanding of the benefits of certificates, and misperceptions regarding taxes. Solutions: community-based outreach, subsidizing non-BPN costs for low-income families, and educating that land tax is determined by the NJOP (Value-Size Price), not the certificate status. Third, regulatory-policy implementation obstacles in the form of suboptimal e-certificates and a lack of initial mapping.

Solution: Expand the implementation of integrated e-certificates and develop village block maps before PTSL. Based on Gustav Radbruch's theory of legal certainty, Satjipto Rahardjo's legal protection, Lawrence M. Friedman's theory of

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<sup>19</sup>Bagas Imam Arianto & Gunarto, Tinjauan Yuridis Pelaksanaan Pendaftaran Tanah Sistematis Lengkap (PTSL) Di Kantor BPN Kabupaten Grobogan, Prosiding : *Konferensi Ilmiah Mahasiswa Unissula (KIMU) 2*, Unissula Semarang, October 18, 2019, p. 353

legal systems, and the principle of Islamic justice (al-'adalah), PTSL in Rembang Regency is effective in terms of quantity, but data quality, policy equity, and public legal awareness still need to be improved for fair, accurate, and reliable land services.

#### 4. Conclusion

The implementation of the Complete Systematic Land Registration Program (PTSL) in Rembang Regency, particularly in Sarang District, has been running effectively in accordance with Presidential Instruction Number 2 of 2018 and Regulation of the Minister of ATR/BPN Number 6 of 2018, as evidenced by the achievement of the 100% certification target by 2024. This program provides tangible benefits in the form of legal certainty of land ownership, protection of rights, orderly land administration, easy access to financing, and increased public legal awareness. However, its implementation still faces administrative-technical obstacles such as identity errors, differences in measurement results, and overlapping land; socio-economic obstacles in the form of non-BPN costs, low understanding of the benefits of certificates, and misperceptions regarding taxes; and regulatory-implementation obstacles in the form of suboptimal electronic certificates and lack of initial mapping. Solutions taken include improving document verification, re-measurement, optimizing the role of village officials, community-based outreach, cost subsidies for the underprivileged, education about taxes, and expanding the application of block map-based electronic certificates. Thus, although PTSL in Rembang Regency has been quantitatively successful, improving data quality, policy equity, and public legal awareness are still needed so that land services are fairer, more accurate, and more reliable.

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**Interview:**

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Interview with Mr. Karismawan, Head of Land Rights Determination and Registration Section, Rembang Regency Land Agency, November 21, 2024

Interview with Mr. Nasaton Rofiq, Sh, as the Sub-district Head of Sarang District, Rembang Regency, on Monday, July 28, 2025

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