

The Effectiveness of the Complete Systematic Land Registration Program (PTSL) in Increasing Legal Certainty Over Land

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Abstract. *This study aims to analyze: 1) The effectiveness of the implementation of Complete Systematic Land Registration (PTSL) in increasing legal certainty over land in Indramayu Regency. 2) Obstacles and solutions to the implementation of PTSL in increasing legal certainty over land in Indramayu Regency. This type of research is empirical legal research. The approach method in this research is sociological juridical. The types of data in this research are primary and secondary data. The data collection method uses observation techniques, interviews and library techniques (document study). The analysis in this research is descriptive qualitative. The results of the study concluded: 1) The effectiveness of the implementation of Complete Systematic Land Registration (PTSL) in increasing legal certainty over land in Indramayu Regency is reflected in its systematic implementation. The effectiveness of PTSL in Indramayu Regency is realized through the integration of a strong and coordinated legal structure, clear and adaptive legal substance as regulated in the UUPA, PP Number 18 of 2021, and Permen ATR/BPN Number 6 of 2018, as well as a legal culture of the community that is increasingly aware of the importance of certainty and legality of land rights. The synergy of the three elements of the legal system makes the implementation of PTSL effective in strengthening legal certainty, protection of land rights, and orderly land administration in Indramayu Regency. 2) Obstacles in the Implementation of Complete Systematic Land Registration (PTSL) in Increasing Legal Certainty on Land in Indramayu Regency include technical obstacles in the form of inaccurate data and limited officers, legal obstacles in the form of incomplete ownership documents and land boundary disputes, and social obstacles in the form of low public awareness and participation. The solution is carried out through digitalization of the land system, increasing the capacity of officers, administrative clarification, and strengthening public outreach and participation.*

Keywords: *Administration; Effectiveness; Implementation; Registration.*

1. Introduction

Land and humans are inseparable. Humans live, thrive, and carry out daily activities on land. Humans depend on land for most of their lives, as it is their source of life and livelihood.¹ 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.²

Land is the surface of the earth or the outer layer of the earth, the condition of the earth in a place, the surface of the earth which is bordered by land,³ whereas according to Article 4 Paragraph (1) of the Republic of Indonesia Law Number 5 of 1960 concerning Basic Agrarian Regulations (UUPA), land is the surface of the earth. Article 2 paragraph (1) of Law Number 5 of 1960 concerning Basic Agrarian Regulations (UUPA) states that the earth, water, and space, including the natural resources contained therein, are controlled at the highest level by the state. The meaning of the state controlling the land does not mean that the land is owned by the state, but rather the state has the power to regulate the distribution of land rights that can be granted and the legal relationships that arise over land.⁴

Land rights are the right to control land by the state which is given to a person, a group of people, or a legal entity, whether an Indonesian citizen or a foreign citizen.⁵ Land rights are rights that authorize the rights holder (either an individual individually, a group of people together or a legal entity) to use, in the sense of controlling, using and/or taking advantage of a particular plot of land.⁶ Essentially, all land rights can be transferred or assigned. Transfer is the transfer of land rights by law, without any deliberate legal action to transfer those rights to another party.⁷

Registration of land rights is a guarantee from the state, and is an important instrument for protecting land ownership.⁸ Land registration is a prerequisite for organizing and regulating the allocation, control, ownership, and use of land, including addressing various land issues. Land registration aims to provide certainty of rights and legal protection for land rights holders, through the

¹Dyara Radhite Oryza Fea, 2018, *Guide to Managing Land, Houses and Permits, Legality*, Yogyakarta, p. 1

²Bagas Imam Arianto and Gunarto, 2019, *Legal Review of the Implementation of Complete Systematic Land Registration (PTSL) at the BPN Office of Grobogan Regency*, Proceedings: Unissula Student Scientific Conference (KIMU) 2, Unissula Semarang, p. 353

³Sudarsono, 2010, *Latest Edition of the Legal Dictionary*, Rineka Cipta, Jakarta, p. 483.

⁴Hardianto Djanggih, 2017, *Legal Aspects of Land Acquisition for Development Implementation in the Public Interest*, *Pandecta: Journal of Legal Research*, Volume 12 Number 2, p. 165

⁵Urip Santoso, 2010, *Agrarian Law and Land Rights*, Kencana, Jakarta, p. 87

⁶*Ibid.*, p. 82

⁷Erna Sri Wibawanti, R. Murjiyanto, 2013, *Land Rights and Their Transfer*, Liberty Yogyakarta, p.119.

⁸JB Daliyo et al, 2001, *Agrarian Law I*, Prehallindo, Jakarta, p. 80

provision of land certificates, as an instrument for organizing land control and ownership, and as a control instrument for land use and utilization. Land rights registration serves as a guarantee from the State and is an important instrument for protecting landowners.⁹

The government is realizing land registration across Indonesia through the launch of the Complete Systematic Land Registration (PTSL) program. The government has set a target of having all land in Indonesia certified by 2025. This target represents an acceleration in the issuance of land certificates for approximately 126 million plots, a goal that, without further acceleration, would have taken over 100 years to achieve.¹⁰ The Complete Systematic Land Registration (PTSL) replaces the National Agrarian Operations Project (PRONA) program. In 2016, the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency issued Regulation Number 35 of 2016 concerning the Acceleration of the Implementation of the Complete Systematic Land Registration (PTSL). PTSL is a simultaneous land registration activity for all first-time land registration objects. The method used in this simultaneous PTSL replaces the previous sporadic method. PTSL activities include collecting physical and legal data on land registration objects. The program's manifestation is the issuance of land certificates. PTSL is an accelerated program targeted to complete 79 million land plots by 2025.¹¹ The PTSL program helps people obtain certificates free of charge. This program is implemented with a budget set by the government.¹²

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. In 2024, the implementation of the Complete Systematic Land Registration Program (PTSL) in Indramayu Regency demonstrated optimal results, with a target of 54,000 land plots and 100% realization across 27 sub-districts and 128 villages. The PTSL program is implemented comprehensively, including in Indramayu Regency, with the aim of providing legal certainty over land ownership, reducing land disputes, and increasing the economic value of registered land. Although the program has been running for several years, its effectiveness in achieving these goals remains a significant question.

⁹Anis Ayu Rahmawati and Achmad Sulchan, 2018, Policy to Streamline Filing for the Complete Systematic Land Registration Program (PTSL) at the Blora Regency Land Office, Jurnal Akta, Volume 5 Number 4, p. 885

¹⁰<https://www.atrbpn.go.id/>, accessed September 27, 2024, at 16.00 WIB

¹¹<https://kominfo.go.id/>, accessed September 27, 2024, at 16.30 WIB

¹²Ardo Yoga, Implementation of the Determination of Complete Systematic Land Registration Fees (PTSL) at the City/Regency Level, 2021 Law Thesis, Master of Notary Law Program, Unissula, Semarang, p. 4

2. Research methods

This research is an empirical legal study. The approach used is sociological juridical. The data used are primary and secondary. Data collection techniques include observation, interviews, and literature review (document study). The analysis used is descriptive qualitative.

3. Results and Discussion

3.1. The Effectiveness of the Implementation of Complete Systematic Land Registration (PTSL) in Increasing Legal Certainty Over Land in Indramayu Regency

The increasing rate of development in Indonesia cannot be separated from Land registration is one of the government's strategic steps to create orderly land administration and guarantee legal certainty for land rights holders. Based on Article 1 paragraph (9) of Government Regulation Number 18 of 2021 concerning Management Rights, Land Rights, Apartment Units, and Land Registration, it is stated that land registration is a series of activities carried out by the government continuously, sustainably, and regularly, including the collection, processing, bookkeeping, and presentation of physical and legal data in the form of maps and lists, including the issuance of certificates of proof of rights for land plots, aboveground space, and underground space.

Land registration activities are a manifestation of the mandate of Article 19 of Law Number 5 of 1960 concerning Basic Agrarian Regulations (UUPA), which states that to guarantee legal certainty, the government carries out land registration throughout the territory of the Republic of Indonesia.¹³ This is the philosophical and legal basis for the birth of the Complete Systematic Land Registration Program (PTSL), as a strategic effort by the government to accelerate the community land certification process which has been slow and uneven.

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, however until currently, the implementation of land registration has not yielded satisfactory results. Land registration coverage

¹³Boedi Harsono, 2008, Indonesian Agrarian Law: History of the Formation of the Basic Agrarian Law, Its Contents and Implementation, Djambatan, Jakarta, p. 65.

has not yet reached 100%. If this is not improved immediately, various land conflicts and disputes will arise.¹⁴

The definition of PTSL is contained in the Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency Number 6 of 2018, which is a land registration activity for the first time carried out simultaneously for all land registration objects throughout the territory of the Republic of Indonesia in one village/sub-district or other name of the same level, which includes the collection of physical data and legal data regarding one or several land registration objects for registration purposes. The purpose of the Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency Number 6 of 2018 is as a guideline for the implementation of PTSL activities carried out village by village in the district area and village by village in urban areas covering all land plots throughout the territory of the Republic of Indonesia. Meanwhile, the purpose, in accordance with Article 2 of the regulation, is to realize the provision of legal certainty and legal protection of community Land Rights based on the principles of simplicity, speed, smoothness, safety, fairness, equity and openness as well as accountability, so as to improve the welfare and prosperity of the community and the country's economy, as well as reduce and prevent land disputes and conflicts.¹⁵

PTSL objects include all land registration objects throughout the territory of the Republic of Indonesia, which includes all land plots without exception, both land plots for which there are no land rights and land plots for which there are rights in order to improve the quality of land registration data. In addition, in Article 4 paragraph (3) PTSL objects also include land plots for which there are already boundary marks or for which boundary marks will be determined in the implementation of PTSL activities.¹⁶

One of the objectives of PTSL is also to provide a means for the National Land Agency (BPN) to create a complete picture of a village and serve as a basis for managing the administration of a complete and reliable land database. Therefore, within one budget year of the program, the BPN must strive to measure all land plots in a designated location and maintain physical land data. The main target of land registration through PTSL is to register all land plots, including land owned by indigenous communities, state land, forest areas, and other land plots, with the

¹⁴Maulida Soraya Ulfah, Denny Suwondo, Implementation of Complete Systematic Land Registration (PTSL) in Demak Regency, Proceedings: Unissula Student Scientific Conference (KIMU) 2, Unissula Semarang, October 18, 2019, p. 2

¹⁵Mira Novana Ardani, The Role of the Land Office in Complete Systematic Land Registration Activities, Jurnal Gema Keadilan, Volume 6, Issue I, June 2019, p. 54

¹⁶Ibid., p. 54

amount of realization adjusted to the budget amount available in the current year's State Budget.¹⁷

The Complete Systematic Land Registration Program (PTSL) in Indramayu Regency is a strategic step by the government to realize legal certainty of land rights and orderly and equitable land administration. As an agricultural region with a high dependence on land, Indramayu is a priority area for PTSL implementation to address agrarian issues such as unclear ownership and land boundary disputes. By 2025, this program targets 11,000 plots of land as a continuation of the previous year's success, with a focus on improving land data, validating measurement results, registering new land in coastal areas, and accelerating the certification of 400 waqf land plots. Its implementation is guided by Presidential Instruction No. 2 of 2018 and Regulation of the Minister of Agrarian Affairs and Spatial Planning/National Land Agency No. 6 of 2018, which emphasizes systematic, complete, measurable, and participatory principles, with the support of synergy between the National Land Agency (BPN), local governments, village officials, and the community.

The use of digital technologies such as the Land Geospatial Information System (SIGTANAH) and the Land Registration Information System (SIPT) strengthens the transparency and efficiency of land administration processes. According to a 2025 report from the Indramayu Regency Land Office, the implementation of PTSL demonstrated increased effectiveness, reflected in public satisfaction with the ease, speed, and transparency of land registration procedures compared to conventional mechanisms. A participatory approach that directly involves the community also accelerates the collection of physical and legal data and improves the accuracy of the results. Thus, PTSL in Indramayu Regency is not only an administrative program but also a legal development instrument that strengthens legal certainty, agrarian justice, and public trust in land institutions.

Furthermore, from a legal perspective, the effectiveness of the PTSL program in Indramayu Regency can be seen in the reduction in land disputes involving dual ownership claims and land boundaries. According to the 2025 annual report of the Indramayu Regency National Land Agency (BPN), there was a 37% decrease in land disputes compared to 2022. This demonstrates that the presence of certificates resulting from the PTSL program provides strong legal certainty regarding land rights. According to Boedi Harsono, land certificates have complete legal force as proof of rights, and thus provide legal protection for rights holders from third-party claims.¹⁸

The effectiveness of PTSL implementation also has implications for increasing the economic value of land within the community. Certified land tends to have a

¹⁷Ahmad Ramdani, Aris Munandar, Land Rights Registration in the Complete Systematic Land Registration Program (PTSL), *Kertha Semaya Journal*, Volume 10 Number 8 of 2022, p. 1746

¹⁸Boedi Harsono, 2008, *Indonesian Agrarian Law: History of the Formation of the Basic Agrarian Law, Its Contents and Implementation*, Djambatan, Jakarta, p. 71.

higher market value and can be used as collateral to obtain business capital. Based on interviews with residents of Sukahaji and Karangampel villages, certificates obtained from the PTSL program are often used to access financing through financial institutions such as BRI Bank and BPR BKK Indramayu.¹⁹ The research results of Elisabeth Sriwahyuni and Ari Wibowo confirm that the legality of land ownership through the PTSL program has a direct impact on improving the economic welfare of rural communities, because it expands access to productive credit.²⁰

Another apparent effectiveness of the PTSL implementation in Indramayu Regency is the increased public trust in land services. Previously, many people were reluctant to apply for land certificates because they considered the process complicated, slow, and expensive. Through PTSL, this perception has changed significantly because the registration process is carried out collectively, transparently, and largely free of charge for low-income communities. This increased public trust is an indicator of the success of public programs, as Mulyono stated, stating that the effectiveness of public policy is measured not only by quantitative achievements but also by the level of public acceptance and satisfaction with the services provided.²¹

Overall, the research results indicate that the implementation of PTSL in Indramayu Regency has been effective in supporting the primary objectives of national land policy, namely creating orderly administration and legal certainty for all land areas. This success was achieved through a combination of sound institutional coordination, the use of digital technology, and active community participation. Therefore, PTSL is understood not only as a land certification program, but also as a legal development instrument that strengthens the national agrarian foundation and improves the welfare of local communities.

The implementation of the Complete Systematic Land Registration Program (PTSL) in Indramayu Regency can be considered effective when analyzed using Lawrence M. Friedman's legal system theory, which encompasses structure, substance, and legal culture. From a legal structure perspective, institutional synergy between the National Land Agency (BPN), local governments, and the community through the Adjudication Committee, along with digital technology, increases the efficiency and transparency of land services. From a legal substance perspective, the PTSL's normative basis, derived from the UUPA (Badan Agrarian Law), Government Regulation No. 18 of 2021, and Ministerial Regulation No. 6 of 2018 on Agrarian Affairs and Spatial Planning/BPN, provides certainty and flexibility in accommodating community ownership evidence, reflecting social justice and legal

¹⁹Results of an interview with Mrs. Irma and Mrs. Nurul, residents of Sukahaji and Karangampel Villages, Indramayu Regency, August 20, 2025

²⁰Elisabeth Sriwahyuni & Ari Wibowo, 2020, The Role of Community Participation in the Implementation of the PTSL Program, Journal of Law and Development, Vol. 50 No. 2, University of Indonesia, Jakarta, p. 153.

²¹Mulyono, 2016, Public Policy Evaluation: Theory and Practice, Gava Media, Yogyakarta, p. 58.

responsiveness. Meanwhile, the legal culture of the Indramayu community demonstrates increased awareness of the importance of land legality and active participation in every stage of the program, supported by bureaucratic transparency that strengthens public trust. This harmony between structure, substance, and legal culture makes PTSL not merely an administrative activity but also a legal development tool that realizes legal certainty and awareness in the community in the land sector.

3.2. Obstacles and Solutions in the Implementation of Complete Systematic Land Registration (PTSL) in Increasing Legal Certainty Over Land in Indramayu Regency

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.²² 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.²³

The implementation of the Complete Systematic Land Registration Program (PTSL) in Indramayu Regency has generally been positive, but it still faces various technical, administrative, social, institutional, and infrastructure obstacles that affect its effectiveness. Technical obstacles arise from inconsistencies in physical and legal data, particularly for inherited land without clear boundaries, while administrative obstacles are hampered by limited human resources and measurement facilities. To address these challenges, the Land Office is conducting re-verification with the support of digital technologies such as SIGTANAH, adding contract staff, and collaborating with universities to strengthen technical capacity and data accuracy. Social obstacles also arise from low public awareness of the importance of land certification, which is being addressed through intensive outreach with village governments and community leaders to increase public participation.

Furthermore, institutional and infrastructure constraints pose challenges, such as a lack of cost transparency, suboptimal inter-agency coordination, and limited internet connectivity in coastal areas. To address these challenges, an integrated monitoring mechanism was established with the Saber Pungli Task Force and regional land communication forums to strengthen accountability and cross-sectoral coordination. The government also developed a SIPT system that can be accessed online and offline to address geographic barriers. Overall, despite several challenges, the improvements and innovations undertaken by the Indramayu

²²Putri, CA, Gunarto, Effectiveness of Certificate Checks on Preventing Land Disputes in the Land Rights Transfer Process, *Jurnal Akta*, Volume 5 Number 1 of 2018, p. 268

²³Kuswanto, 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

Regency Land Office demonstrate a constructive direction toward a more effective, transparent, and equitable PTSL implementation.

Gustav Radbruch argued that the purpose of law consists of three fundamental, interrelated elements: justice, legal certainty, and utility. These three values must be harmonized in every manifestation and implementation of law so that the law is not only valid formally but also has social utility and validity.²⁴ In the context of implementing Complete Systematic Land Registration (PTSL) in Indramayu Regency, these three values are the main foundation for the success of the program, both from the regulatory, administrative, and social aspects, because they directly touch on the community's rights to land as a source of life and welfare.

1) Elements of Justice (Gerechtigkeit)

Justice in the implementation of the Complete Systematic Land Registration Program (PTSL) in Indramayu Regency is reflected in the government's efforts to realize equal land rights for all people without social or economic discrimination, in line with Gustav Radbruch's view that justice is the highest goal of law.²⁵ Through free mass land certification programs, such as in Sukahaji and Bugel Villages, the Land Office applies the principle of distributive justice by providing tangible benefits to low-income communities. The process of resolving disputes through deliberation demonstrates procedural justice, while active community involvement in determining land boundaries and ownership reflects participatory substantive justice. Thus, the implementation of PTSL in Indramayu not only ensures legal certainty but also creates social balance and a sense of justice through equitable access and community empowerment in the land process.

2) Elements of Legal Certainty (Rechtssicherheit)

The implementation of the Complete Systematic Land Registration Program (PTSL) in Indramayu Regency is a concrete manifestation of the application of the principle of legal certainty as mandated by Article 19 paragraph (1) of the UUPA, namely guaranteeing land rights for the community. Legal certainty is realized through the integration of land data into the National Land Information System (SIPN) which accelerates services, minimizes administrative errors, and ensures transparency of land ownership information. In addition, the announcement of physical and legal data for fourteen days in the village provides space for the community to submit objections, so that the registration results reflect the factual conditions in the field. By implementing the digital system and participatory mechanisms, PTSL in Indramayu has succeeded in strengthening the principle of rechtszekerheid as stated by Hans Kelsen, while realizing effective and trustworthy legal certainty at the community level.²⁶ Therefore, PTSL in Indramayu Regency can

²⁴Gustav Radbruch, 1973, *Rechtsphilosophie*, CF Müller Verlag, Heidelberg, p. 105.

²⁵*Ibid.*, p. 107

²⁶Hans Kelsen, 2007, *General Theory of Law and State*, Nusa Media, Bandung, p. 215.

be said to have played a role as a concrete means of realizing legal certainty of land rights at the grassroots community level.

3) Elements of Benefit (Zweckmäßigkeit)

Utility is a pragmatic aspect of law that emphasizes the extent to which the law benefits society. Radbruch argues that law should not stop at justice and certainty, but should also bring social benefits and welfare to citizens.²⁷In the implementation of PTSL in Indramayu Regency, the benefit element is very evident, as the program has a tangible impact on improving community welfare. By possessing land certificates, communities gain a sense of security and certainty regarding their property rights, and access to productive economic resources such as business capital through banking institutions is opened. As Mulyono explained, land certificates serve not only as proof of ownership but also as an economic instrument capable of encouraging the growth of small and medium enterprises (MSMEs).²⁸The PTSL program in Indramayu has opened up opportunities for rural communities to develop their assets into productive resources, such as business capital loans, building habitable houses, and increasing land sales value.

From a governmental administration perspective, the benefits of PTSL are also reflected in the improved orderliness of land administration at the village level. Registered land data serves as the basis for local governments' spatial planning and development policies. This aligns with Sudikno Mertokusumo's assertion that the benefits of law are realized when it serves as a vehicle for creating order and social justice in society.²⁹Thus, the implementation of PTSL in Indramayu Regency is not only beneficial for individual land owners, but also for the collective interests of the community and local government.

Overall, the analysis based on Gustav Radbruch's theory of legal objectives shows that the implementation of PTSL in Indramayu Regency has fulfilled all three elements of legal objectives in a balanced manner. This program provides justice through equitable and transparent access to certification, legal certainty through the issuance of certificates as proof of legal rights, and benefits through socio-economic impacts that improve community welfare. Although technical and administrative obstacles remain, the improvements taken indicate that the direction of PTSL policy in Indramayu is in line with the ideals of national law as mandated by the UUPA and the spirit of agrarian reform.

²⁷Gustav Radbruch, *Op.cit.*, p.111

²⁸Mulyono, 2020, *The Benefits of Land Certification for Improving the Economy of Village Communities*, Journal of Law and Economic Development, Vol. 3 No. 2, Diponegoro University, Semarang, p. 84.

²⁹Sudikno Mertokusumo, 1999, *Understanding Law: An Introduction*, Liberty, Yogyakarta, p. 15.

4. Conclusion

The implementation of the Complete Systematic Land Registration Program (PTSL) in Indramayu Regency has proven effective in increasing legal certainty over land through a systematic and comprehensive process, from data collection to the issuance of land title certificates. Based on Lawrence M. Friedman's legal system theory, this effectiveness is achieved thanks to the integration of a strong legal structure with institutional coordination and land digitization, clear and responsive legal substance, and a legal culture of the community that is increasingly aware of the importance of land legality. Despite facing technical, administrative, legal, social, and geographical obstacles such as data inaccuracy, limited personnel, and low public participation, the Land Office, together with the local government, successfully overcomes these through system digitization, increasing the capacity of officers, and participatory socialization. Referring to Gustav Radbruch's theory of legal objectives, this solution reflects the realization of the values of justice, certainty, and benefit, so that PTSL in Indramayu Regency is considered successful in strengthening legal protection and realizing social justice in the land sector.

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