

Optimizing the Implementation of Complete Systematic Land Registration (PTSL) at the Land Office as an Effort to Accelerate Land Registration

Gilang Riyan Purwantoko¹⁾, Nanang Sri Darmadi²⁾ & Taufan Fajar Riyanto³⁾

¹⁾Faculty of Law, Universitas Islam Sultan Agung (UNISSULA) Semarang, Indonesia,

E-mail: gilangriyanpurwantoko@gmail.com

²⁾Faculty of Law, Universitas Islam Sultan Agung (UNISSULA) Semarang, Indonesia,

E-mail: nanang@unissula.ac.id

³⁾Faculty of Law, Universitas Islam Sultan Agung (UNISSULA) Semarang, Indonesia,

E-mail: taufanfajarriyanto@unissula.ac.id

Abstract. *This study aims to analyze: 1 Efforts to optimize the implementation of PTSL as a step to accelerate land registration in Grobogan Regency. 2) Obstacles and solutions in the implementation of PTSL in Grobogan Regency. This type of research is empirical legal research. The approach method in this research is a qualitative approach. The types of data in this research are primary and secondary data. The data collection method uses observation, interviews and library techniques (document study). The analysis in this research is descriptive. The results of the study concluded: 1) Efforts to optimize the implementation of PTSL as a step to accelerate land registration in Grobogan Regency have shown effective and targeted performance, despite being implemented in diverse social, geographical, and administrative conditions. This optimization is reflected in strengthening the regulatory basis, increasing human resource capacity, intensifying outreach to the community, adjusting technical methods of measurement and mapping, validating and digitizing land administration data, and strengthening coordination between stakeholders. The gradual implementation of PTSL, both during the high target of Fiscal Year 2024 and the limited target of Fiscal Year 2025, is still able to produce tangible outputs in the form of issuance and delivery of land title certificates and increasing public participation and legal awareness. 2) Obstacles in the implementation of PTSL in Grobogan Regency are still influenced by low public understanding and participation, limited human resources at the Land Office, difficult geographical conditions and field terrain, distance and accessibility of villages far from the center of government, disorderly village land administration especially related to Letter C, potential land boundary disputes, and limited financing capacity of underprivileged communities. To overcome these obstacles, operational and contextual solutions are*

needed, including increasing socialization and counseling of village-based land law, optimizing the work of officers and involving third parties in a controlled manner, adjusting measurement techniques according to geographical conditions, implementing outreach services, strengthening the role of village governments in land administration arrangements and verifying legal data, facilitating land boundary deliberations, and transparency and supervision of PTSL financing, so that the implementation of PTSL is not only oriented towards achieving targets, but also able to improve the quality of land registration and legal certainty of land rights for the community in a sustainable manner.

Keywords: Land Registration; Optimization; PTSL.

1. Introduction

Land is a gift from God Almighty to all humanity on earth. From the moment humans are born until the end of their lives, land is always needed. Most of human life depends on land, because land is a source of life and livelihood for humans.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 The rapid development in various areas of life has caused land to become a commodity that has very high economic value and is difficult to control.³

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.

The purpose of registration as regulated in the UUPA and Government Regulation Number 24 of 1997 concerning Land Registration is to provide legal certainty and legal protection to land rights holders. By implementing land registration, the parties concerned can easily find out the legal status or position of the particular land they are dealing with, its location, area and boundaries, who owns it, and what burdens are placed on it.⁴ Likewise, land registration carried out on behalf of a person's rights prevents a person from making a claim on the land, unless he has more rights and can file a case in court by proving the validity of his rights in accordance with the principles of land registration as regulated in Government Regulation Number 24 of 1997 concerning Land Registration.⁵

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

³Adrian Sutedi, 2018, Transfer of Land Rights and Their Registration, Sinar Grafika, Jakarta, p. 22

⁴Effendi Parangin, 1991, Agrarian Law in Indonesia, A Study from the Perspective of a Legal Practitioner, Rajawali Press, Jakarta, p. 95

⁵Adrian Sutedi, Op.cit., p. 164

The Complete Systematic Land Registration Program (PTSL) is an innovation carried out by the Minister of Agrarian Affairs and Spatial Planning as an effort to accelerate land registration and create a complete map in an area. The Complete Systematic Land Registration Program (PTSL) is an effort so that the community can obtain legal certainty and legal protection for land rights in a certain, fast, simple, safe, smooth, fair, equitable and transparent manner. The government targets all land plots in Indonesia to be certified by 2025 as an effort to accelerate the registration of approximately 126 million land plots which without acceleration is estimated to take more than 100 years, so that the Complete Systematic Land Registration (PTSL) is designated as a strategic program to replace PRONA based on the Regulation of the Minister of ATR/BPN Number 35 of 2016. PTSL is implemented systematically and simultaneously through the collection of physical and legal data to replace sporadic methods, with the target of completing millions of land plots nationally. In Grobogan Regency, PTSL (Complete Land Registration) is a crucial instrument given the large amount of unregistered land. In the 2024 fiscal year, 28,000 certificates were issued with the support of third parties, although its implementation still faces various obstacles that require optimization. Therefore, optimizing PTSL implementation at the Grobogan Regency Land Office is crucial to increasing the program's effectiveness and efficiency, accelerating land registration and ensuring legal certainty, which will have social, economic, and legal impacts on the community.

2. Research Methods

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

3. Results and Discussion

3.1. Efforts to Optimize the Implementation of PTSL as a Step to Accelerate Land Registration in Grobogan Regency

The increasing pace of development in Indonesia is inextricably linked to the certainty of land registration. Land ownership is paramount and crucial to the success of development, as all community development activities require land.⁶As 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

⁶Kusmaryanto and Gunarto, 2017, Registration of Sale and Purchase Deeds Exceeding the Land Registration Period at the Agrarian and Spatial Planning Office/National Land Agency of Semarang City, Jurnal Akta, Vol. 4 No. 3 p. 475

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.

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.⁷

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 has not yet reached 100%. If this is not improved immediately, various land conflicts and disputes will arise.⁸

Grobogan Regency has geographical and social characteristics dominated by agricultural areas, rural settlements, and some hilly areas, so that land functions not only as an economic object, but also has social and cultural values passed down across generations. Community land ownership patterns generally still rely on social recognition and village administration such as Letter C, with a relatively limited level of legal awareness and formal legal proof, so that many land plots have not been officially registered and have the potential to give rise to disputes. In this context, Complete Systematic Land Registration (PTSL) is positioned as a state instrument to organize and accelerate land registration comprehensively in order to realize orderly land administration, strengthen certainty and legal protection of land rights, and provide complete and accurate land data as a basis for sustainable development.

Based on the results of field research at the Grobogan Regency Land Office, the implementation of Complete Systematic Land Registration (PTSL) is motivated by

⁷Putri Bahagia Ningrum and Kami Hartono, 2020, Implementation of Complete Systematic Land Registration (PTSL), Proceedings: 4th Unissula Student Scientific Conference (KIMU), Unissula Semarang, p. 637

⁸Maulida Soraya Ulfah and Denny Suwondo, 2019, Implementation of Complete Systematic Land Registration (PTSL) in Demak Regency, Proceedings: Unissula Student Scientific Conference (KIMU) 2, Unissula Semarang, p. 2

the large number of land plots that have not been officially registered, especially in rural areas where ownership is still hereditary without certificates. Diverse geographical conditions, including hilly areas, difficult terrain, and the relatively long distance from villages to the center of government, also affect the effectiveness of land measurement, mapping, and administrative processes. From a social and administrative aspect, the majority of the community has a lower secondary education and livelihoods in the agricultural sector, so legal awareness of the importance of land registration is still low, while village land administration still relies on Letter C which is not orderly and up to date. The lack of integration of legal data, limited access, and dependence on the role of village officials and community witnesses are field realities that reflect the close relationship between social, economic, and geographical factors in the dynamics of PTSL implementation in Grobogan Regency.⁹

The results of the study indicate that the implementation of PTSL in Grobogan Regency in the 2024 Fiscal Year was set with a target of 28,000 land plots prioritized in villages with low registration rates and high conflict potential, while in the 2025 Fiscal Year the target decreased to around 5,000 plots due to budget efficiency and focused on certain priority villages. The implementation of PTSL was carried out in stages through planning and determining locations, outreach to the community, legal and physical data collection, data inspection and research, determination of rights and issuance of certificates, and handover of certificates to the community. In the 2024 Fiscal Year, these stages were implemented massively in almost all sub-districts, while in the 2025 Fiscal Year, they were implemented on a more limited but sustainable basis, with tangible results in the form of the issuance and handover of land title certificates as a form of increasing legal certainty and orderly land administration in Grobogan Regency.

The research results indicate that the 2025 PTSL implementation will focus on three villages: Werdayo and Ketangirejo in Godong District, and Mojoagung in Karangrayung District. The selection of these target villages is based on the low level of land registration and the villages' administrative readiness to support PTSL implementation. Although the 2025 PTSL target is lower than the previous year, the research results show that the PTSL program continues to operate actively and sustainably, with certificates being handed over to the community in stages.¹⁰

Research results through mid-2025 indicate that the Grobogan Regency Land Office continues to gradually implement the handover of PTSL certificates in various target villages, reaching hundreds of plots of land despite the limited annual target. This achievement is reflected not only in the quantity of certificates handed over, but also in the increased participation and enthusiasm of the community after experiencing the benefits of certificate ownership as proof of

⁹Observation Results at the Grobogan Regency Land Office, October 28, 2025

¹⁰Interview with Team 3 PTSL, Grobogan Regency Land Office, October 20, 2025

rights and support for economic activities. Thus, the implementation of PTSL in Grobogan Regency in 2025 continues to have a positive impact on orderly land administration and increased public legal awareness.

The implementation of Complete Systematic Land Registration (PTSL) is designed as a national program that runs systematically, comprehensively, and simultaneously at the village/sub-district level, in accordance with the mandate of national land regulations.¹¹ To ensure that the implementation of PTSL can run optimally, optimization efforts need to be taken at each stage of implementation, so that the goal of accelerating land registration can be achieved effectively, efficiently, and sustainably.

1. Strengthening Regulations and Harmonization of Regulations

Optimizing the implementation of PTSL requires the support of a strong and harmonious regulatory framework. Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency (Permen ATR/BPN) Number 6 of 2018 concerning Complete Systematic Land Registration is a strategic implementing regulation that regulates the implementation mechanism, from planning to determining rights and issuing certificates. This regulation emphasizes that PTSL must be implemented based on thorough planning, accurate physical and legal data, and active stakeholder involvement. Scientific studies have found that the existence of Permen ATR/BPN No. 6/2018 has increased the optimization of land registration acceleration by creating more systematic and directed procedures.¹²

2. Human Resource Capacity Building and Implementation of Socialization

Efforts to optimize PTSL implementation must also include increasing the capacity of the human resources involved, both at the Land Office and at the village/sub-district level. Competent human resources can ensure the accurate collection of physical and legal data and the ability to address technical issues in the field. In this context, technical training and officer development are strategic needs to strengthen the quality of land registration results. Furthermore, community outreach needs to be intensively and continuously improved. The role of outreach goes beyond conveying procedural information, but also instills legal awareness and the strategic benefits of land certificate ownership. Empirical studies show

¹¹Titin Ani, Rihantoro Bayuaji, and Nuryanto Ahmad Daim, 2019, Implementation Mechanism for Complete Systematic Land Registration (PTSL) in Indonesia, *Wijaya Putra Journal of Law*, Vol. 3 No. 2, Faculty of Law, Wijaya Putra University, Surabaya, p. 86

¹²Fitriyani Hasibuan, et al., 2024, Regulatory Impact Assessment: Optimization of the Complete Systematic Land Registration through the Ministerial Regulation of ATR/BPN Number 6 of 2018, *Journal of Business and Management Applications*, Vol. 10 No. 1, Faculty of Economics and Management, Bogor Agricultural University, Bogor, p. 112.

that low levels of community participation generally stem from a lack of understanding of the benefits of land certificates as proof of legal rights.¹³

3. Validation and Digitization of Land Administration Data

The success of PTSL is heavily influenced by the accuracy of legal and physical land data. The continued reliance on traditional data, such as Letter Cs that have not been digitized, is one factor slowing down the legal research process at the Land Office. Therefore, optimizing digital-based land administration is essential. Digitizing land data, from ownership history data to land plot maps, will expedite the verification process and reduce administrative errors. Digitization also supports information transparency, allowing the public and officials to access land data in real time and accurately. This approach aligns with the guidelines of the modern land registration system, which emphasizes the importance of data integration in land administration.

4. Improving Inter-Stakeholder Coordination

Optimizing PTSL implementation cannot be done partially by one party alone; it requires cross-sector coordination. For example, between the Land Office, village governments, sub-district officials, law enforcement officials, and local community organizations. This coordination is crucial to ensure synchronized objectives, information exchange, and problem-solving at the field level. Furthermore, coordination needs to be strengthened with external parties such as financial institutions and the private sector, which can provide technical support or additional funding, especially for communities wishing to use their land certificates as economic capital. This collaborative approach aligns with the principles of good governance in public administration, namely participation, transparency, and accountability in the implementation of strategic public programs.

5. Adjustment of Technical Methods of Measurement and Mapping

Diverse geographic conditions, such as lowlands and hills, require land officers to have flexible measurement and mapping methods that are responsive to field conditions. Optimization in this technical area includes the use of modern surveying technology, involving local communities in determining land boundaries, and work scheduling that adapts to terrain access.

6. Strengthening Data Dispute and Conflict Resolution Mechanisms

¹³M. Trianda Dasa Prima and Jossy Prananta Moeis, 2021, Analysis of the Reasons Why Communities Do Not Certify Rice Fields 'Rotating' in the PTSL Program, Jurnal Pertanahan, Vol. 11 No. 2, National Land College, Yogyakarta, p. 46.

Optimizing PTSL implementation must also consider the mechanism for resolving disputes or conflicts between legal and physical data that arise during the registration process. Studies have found that discrepancies between physical and legal data can lead to legal conflicts if not handled promptly and appropriately.¹⁴ Therefore, clear land mediation or arbitration procedures are needed at the village and Land Office levels as a first step before disputes progress to litigation. Strengthening these mechanisms involves training village officials in mediating land boundary conflicts, providing formal deliberation forums, and involving respected community leaders to ensure a fair resolution for all parties.

The effectiveness of the implementation of Complete Systematic Land Registration (PTSL) in Grobogan Regency can be reviewed through the Theory of Legal Effectiveness proposed by Soerjono Soekanto. According to Soerjono Soekanto, legal effectiveness essentially indicates the extent to which the law is able to achieve its stated objectives, namely guiding and changing community behavior to comply with applicable legal provisions. Law can be said to be effective if it produces a positive legal impact, so that society behaves in accordance with the desired laws and regulations. In this context, legal effectiveness is not only measured by the existence of written rules, but also by the effectiveness of the law in regulating, directing, and compelling society to obey the law. If society has acted in accordance with the objectives desired by the laws and regulations, then the law can be declared effective. Thus, the measure of legal effectiveness can be seen from the actual behavior of society as legal subjects.¹⁵

Based on Soerjono Soekanto's theory of legal effectiveness, the implementation of PTSL in Grobogan Regency can be analyzed through five factors: law, law enforcement, supporting facilities, society, and culture. From a legal perspective, PTSL regulations based on the UUPA, Government Regulation No. 18 of 2021, and Regulation of the Minister of Agrarian Affairs and Spatial Planning/National Land Agency No. 6 of 2018 have provided a clear and operational normative basis, thereby fulfilling the element of legal certainty. From a law enforcement perspective, the Grobogan Regency Land Office and village governments have exercised their authority in accordance with procedures through adequate coordination, division of tasks, and supervision. Supporting facilities have also been optimized through the use of technology, adaptation of work methods to regional conditions, and support from third parties, although limitations remain.

Conceptually, PTSL is a strategic national land law policy designed to ensure the protection of land rights and prevent agrarian conflicts. In the context of Grobogan

¹⁴Fida Nabilah Taufiq, et al., 2023, Challenges Arising from Article 22 Paragraph (2) of Ministerial Regulation of ATR/BPN Number 6 of 2018", Unnes Law Journal, Vol. 9 No. 2, Faculty of Law, Semarang State University, Semarang, pp. 210–212.

¹⁵Soerjono Soekanto, 2008, Factors Influencing Law Enforcement, Seventh Edition, RajaGrafindo Persada, Jakarta, p. 10

Regency, optimizing PTSL implementation is crucial to bridging legal norms with the social, economic, and geographic realities of rural communities. The success of PTSL is determined not only by the quality of regulations but also by consistent implementation, resource support, and institutional strengthening, ensuring that land registration not only meets administrative targets but also produces high-quality and sustainable land data.

On the other hand, the dimension of community participation is a key factor in determining the success of PTSL. Effective land registration can only be achieved if the community, as legal subjects, is willing and able to play an active role in the registration process. Various studies have shown that increasing community participation is significantly influenced by the level of legal understanding, trust in officials, and perceptions of the benefits of land certificates.¹⁶ Therefore, optimizing PTSL must be directed not only at technical and administrative aspects, but also at developing public legal awareness as part of the formation of a land legal culture. Therefore, efforts to optimize PTSL implementation in Grobogan Regency can be understood as an integrative process that connects regulatory, institutional, technical, and social aspects within a single land law policy framework. This optimization is a crucial prerequisite for PTSL to not only produce land certificates but also achieve the substantive objectives of land registration, namely legal certainty, rights protection, and orderly land administration.¹⁷ This framework of thought provides a strong basis for assessing the effectiveness of PTSL implementation before drawing analytical conclusions.

3.2. Obstacles and Solutions in the Implementation of PTSL in Grobogan Regency

Complete Systematic Land Registration (PTSL) is a land registration activity for the first time which is 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 and determination of the truth of physical data and legal data regarding one or several land registration objects for the purposes of registration.¹⁸

PTSL, as a government priority agenda, is not only the responsibility of the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BN) but also requires support and commitment from local governments. The key to the success of the PTSL program is support from local governments because the land objects

¹⁶M. Trianda Dasa Prima and Jossy Prananta Moeis, 2021, Analysis of the Reasons Why Communities Do Not Certify Rice Fields 'Rotating' in the PTSL Program, Jurnal Pertanahan, Vol. 11 No. 2, National Land College, Yogyakarta, 46.

¹⁷Urip Santoso, 2014, Registration and Transfer of Land Rights, Third Edition, Kencana Prenada Media Group, Jakarta, p. 57.

¹⁸Putri Bahagia and Kami Hartono, Implementation of Complete Systematic Land Registration (PTSL) Based on Ministerial Regulation Number 6 of 2018 Study in Semarang Regency, Proceedings of the 4th Unissula Student Scientific Conference (KIMU), Sultan Agung Islamic University, p.634

are located in regional areas, especially villages/sub-districts, and the community as the owner of the land objects is located. The active role of local governments in the success of this program can be done by bridging the community with the land office as the main implementer of the PTSL program. The government has provided facilities to the community regarding PTSL costs, but in determining PTSL costs, local governments must be able to consider various aspects of costs incurred in the program. The central government has provided several categories of nominal costs and types of cost use with the aim of standardizing costs across regional government levels. Therefore, local governments need to regulate funding sources for the PTSL program that are not included in the state revenue and expenditure budget so that the costs borne by the community are not too high.¹⁹

This PTSL activity is held with the aim of providing a guarantee of legal certainty for land to the holders of land rights, as well as to provide legal certainty and legal protection for land rights in a certain, simple, fast, smooth, safe, fair, equitable and open and accountable manner and can be used as an object of mortgage rights as collateral to obtain business capital for the community, and is part of the implementation of agrarian reform.²⁰

The implementation of the Complete Systematic Land Registration (PTSL) in Grobogan Regency has been effective in principle and has essentially fulfilled 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, there are a number of structural, social, administrative, and geographical obstacles. These obstacles affect the effectiveness of the PTSL implementation, both in terms of the speed of the land registration process and the level of community participation as land registration subjects. These obstacles are:²¹

The implementation of PTSL in Grobogan Regency faces various major obstacles, including low public understanding and participation, limited human resources at the Land Office, difficult geographical conditions and field terrain, the long distance of villages from the center of government, disorderly village land administration, especially related to Letter C, potential land boundary disputes, and limited funding for underprivileged communities. These obstacles are

¹⁹Ardo Yoga Pradana, Achmad Sulchan, Implementation of the Determination of Complete Systematic Land Registration Fees (PTSL) at the City/Regency Level, Sanlar: Sultan Agung Notary Law Review, Volume 3 No. 4, December 2021, p. 1183

²⁰Yusnita Rahma, Complete Systematic Land Registration Services (PTSL) by the Pangandaran Regency Land Office in Wonoharjo Village, Pangandaran District, Pangandaran Regency, Moderate Journal, Volume 5, Number 4, p. 524

²¹Interview with Team 3 PTSL, Grobogan Regency Land Office, October 20, 2025

interrelated and empirically affect the speed and quality of PTSL implementation, especially in rural areas with limited socio-economic conditions and accessibility.

4. Conclusion

To overcome these obstacles, operational and contextual solutions are needed, including increasing village-based land law socialization and counseling by involving village officials and community leaders, optimizing the work of officers and the controlled involvement of third parties, adjusting measurement techniques according to geographical conditions, implementing outreach services, strengthening the role of village governments in land administration arrangements and legal data verification, facilitating land boundary deliberations, and transparency and oversight of PTSL financing so that it can be accessed fairly by underprivileged communities. These solutions are aimed not only at achieving quantitative targets, but also at improving the quality of land registration in a sustainable manner. Based on Gustav Radbruch's theory of legal certainty, the implementation of PTSL in Grobogan Regency has, in principle, fulfilled the elements of positive law, clarity of norms, and stability of regulations, so that the issued certificates have legal force as evidence of land rights. However, the aspect of factual certainty still requires optimization through strengthening physical and legal data verification and increasing community participation. Thus, PTSL functions not only as an administrative program, but also as an instrument for land law development that is capable of realizing orderly administration, rights protection, and legal certainty of land rights for the people of Grobogan Regency.

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