



## Strengthening Legal Awareness to Optimize the Implementation of the Complete Systematic Land Registration Program (PTSL)

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*Original Article*

### Abstract

Land plays a strategic role in societal life; however, low levels of legal awareness among rural communities regarding the importance of land certification continue to impede the implementation of the Complete Systematic Land Registration Program (PTSL). This study aims to examine the stages of PTSL implementation, the interaction between formal and empirical law, the factors contributing to low legal awareness, as well as the obstacles and strategies associated with enhancing program effectiveness. The study employs an empirical juridical method with a socio-legal approach, utilizing interviews, observations, and document analysis as data collection techniques. The findings reveal that, although the implementation of PTSL generally conforms to existing legal provisions, its effectiveness remains limited due to low community participation, the predominance of empirical legal practices, and constraints in public outreach and administrative processes. The study concludes that the success of PTSL is closely linked to the integration of formal legal frameworks with prevailing social conditions, thereby necessitating participatory and educational strategies to strengthen legal awareness and improve program effectiveness.

**Keywords:** *Land Rights, Legal Awareness, Land Registration.*

### Abstrak

Tanah memiliki peran strategis dalam kehidupan masyarakat, namun rendahnya kesadaran hukum masyarakat pedesaan terhadap pentingnya sertifikasi tanah masih menjadi kendala dalam pelaksanaan Program Pendaftaran Tanah Sistematis Lengkap (PTSL). Penelitian ini bertujuan untuk menganalisis tahapan pelaksanaan PTSL, keterkaitan antara hukum formal dan hukum empiris, faktor rendahnya kesadaran hukum, serta kendala dan upaya peningkatan efektivitas program. Metode yang digunakan adalah yuridis empiris dengan pendekatan socio-legal melalui wawancara, observasi, dan studi dokumentasi. Hasil penelitian menunjukkan bahwa pelaksanaan PTSL telah sesuai dengan ketentuan hukum, namun belum optimal akibat rendahnya partisipasi masyarakat, dominasi praktik hukum empiris, serta keterbatasan sosialisasi dan administrasi. Kesimpulan penelitian menegaskan bahwa keberhasilan PTSL sangat bergantung pada integrasi antara hukum formal dan kondisi sosial masyarakat, sehingga diperlukan strategi partisipatif dan edukatif untuk meningkatkan kesadaran hukum dan efektivitas program.

**Kata kunci:** *Hak Atas Tanah, Kesadaran Hukum, Pendaftaran Tanah*

## 1. INTRODUCTION

Land occupies a strategic position within Indonesian society, functioning not only as a source of livelihood and residence but also as a fundamental instrument for economic activity and national development. From the perspective of Indonesian agrarian law, land is not merely regarded as an economic asset; rather, it embodies a social dimension that reflects the intrinsic relationship between individuals and their living environment. Consequently, the state, through its legal policies, seeks to ensure legal certainty in land ownership in order to promote order, justice, and social welfare. This objective is explicitly articulated in Article 19 of Law Number 5 of 1960 concerning Basic Agrarian Principles (UUPA), which mandates land registration as a mechanism for the legal recognition and protection of land rights.

The implementation of this obligation is carried out through a land registration system that issues certificates as formal evidence of ownership. Pursuant to Article 32 of Government Regulation Number 24 of 1997, land certificates possess strong evidentiary value, meaning that the data contained therein are presumed legally valid unless proven otherwise. Accordingly, land certificates function not only as guarantees of legal certainty and legal protection for rights holders but also as preventive instruments against land disputes arising from unclear ownership status.

To accelerate the realization of legal certainty in land ownership, the Indonesian government introduced the Complete Systematic Land Registration Program (PTSL) as a national strategic initiative. The program is designed to conduct simultaneous land registration within villages or sub-districts, thereby enabling all land parcels within a designated area to be comprehensively recorded and registered.<sup>1</sup> PTSL aims not only to improve the administration of land affairs but also to generate broader socio-economic benefits, including the reduction of agrarian conflicts, the enhancement of land value, and increased public access to financial services through formal lending institutions.<sup>2</sup>

Despite its normative and conceptual objectives, the implementation of PTSL continues to encounter various challenges, particularly those associated with the social conditions of local communities. One of the principal obstacles is the relatively low level of public legal awareness, especially among rural populations, regarding the importance of land registration and certificate ownership as legally recognized proof of rights. This phenomenon is particularly evident in Cianjur Regency, an agrarian region in which traditional values and customary social practices concerning land ownership remain deeply rooted.

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<sup>1</sup> Boedi Harsono, *Hukum Agraria Indonesia: Sejarah Pembentukan Undang-Undang Pokok Agraria, Isi Dan Pelaksanaannya*, 1st ed. (Djambatan, 2003).

<sup>2</sup> Suyikati Suyikati, "Pelaksanaan Pendaftaran Tanah Sistematis Lengkap (PTSL) Berdasarkan Peraturan Menteri Agraria Dan Tata Ruang/Kepala Badan Pertanahan Nasional Nomor 6 Tahun 2018 Di BPN Kota Yogyakarta," *Widya Pranata Hukum: Jurnal Kajian Dan Penelitian Hukum* 1, no. 2 (2019): 108–22, <https://doi.org/10.37631/widyapranata.v1i2.43>.

In practice, many community members continue to believe that land ownership can be sufficiently demonstrated through long-term physical possession, statements issued by village authorities, or verbal agreements among residents. Although such forms of evidence may be socially acknowledged within the local community, they do not possess equivalent legal standing to formally registered land certificates. As a result, many individuals perceive land registration procedures as complicated, time-consuming, and lacking immediate practical benefits, leading to limited participation in certification programs.

The low level of legal awareness not only affects public participation in the PTSL program but also undermines the broader effectiveness of land governance policies. The absence of formal land registration creates the potential for various legal problems, including ownership disputes, overlapping claims, and difficulties in utilizing land as a productive economic asset. Moreover, this condition reflects the persistent gap between formal state law and the living law operating within society, thereby creating substantial challenges for policy implementation.

Previous studies have demonstrated that the success of PTSL is determined not solely by regulatory and institutional frameworks but also by the extent of public understanding and community participation. Numerous scholars have examined the implementation of the Complete Systematic Land Registration Program using normative, empirical, and socio-legal approaches. In general, these studies position PTSL as a strategic legal instrument for realizing certainty in land rights, as mandated by the Basic Agrarian Law and its implementing regulations. Nevertheless, existing studies vary in focus, ranging from implementation mechanisms and socio-economic impacts to practical obstacles encountered in the field.

Research conducted by Fahlevi et al. focused on a normative analysis of the implementation of the Complete Systematic Land Registration Program (PTSL) within Indonesia's land registration system. The findings demonstrate that PTSL has generally been implemented in accordance with the prevailing legal framework and has contributed to improving orderly land administration while reducing the potential for land disputes. Nevertheless, the study also emphasized that the legal certainty generated by the program remains relative, given that Indonesia adopts a negative publication system with positive elements. Consequently, the validity of both physical and juridical data remains a critical factor in ensuring the effectiveness of the program.<sup>3</sup>

Similarly, research conducted by Jeanita Hamalasari examined PTSL from the perspective of economic development and community welfare. Employing a quantitative approach, the study found that PTSL functions not only as an instrument for asset legalization but also as a mechanism for expanding public access to business

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<sup>3</sup> Anugrah Ryandra Fahlevi et al., "Implementasi Pendaftaran Tanah Sistematis Lengkap (PTSL) Terhadap Kepastian Hukum Hak Milik Atas Tanah," *RIGGS: Journal of Artificial Intelligence and Digital Business* 5, no. 1 (2026): 6319–26, <https://doi.org/10.31004/riggs.v5i1.6947>.

capital through the utilization of land certificates as collateral for credit facilities. These findings suggest that PTSL possesses a substantial economic dimension, particularly in promoting community empowerment in agrarian regions such as Cianjur Regency.<sup>4</sup>

Within a more normative and conceptual framework, Putrisasmita emphasized the importance of PTSL as an integral component of Indonesia's agrarian reform agenda. The study argues that improving the quality of PTSL implementation would strengthen legal certainty and accelerate the realization of comprehensive land registration.<sup>5</sup> In a similar vein, Siti Nurhayati et al. identified PTSL as a crucial legal instrument for resolving land disputes and improving community welfare, particularly among economically disadvantaged groups that lack formal legal title to their land.<sup>6</sup>

The socio-legal study conducted by Tanri et al. offers a broader perspective by conceptualizing PTSL not merely as an administrative mechanism but also as a public policy instrument with direct implications for community welfare. The study highlights that the role of the Land Office extends beyond the issuance of land certificates to encompass the facilitation of community economic empowerment through the legalization of land assets.<sup>7</sup>

Meanwhile, studies conducted by Hasanah and Novita Ningsih and Siti Arbayah focused more specifically on the implementation of PTSL at the local level. Their findings indicate that, although the program has formally been implemented in accordance with applicable regulations, a number of practical obstacles persist, including limited institutional resources, inadequate public outreach, and the failure to achieve targeted outcomes. These conditions reflect a persistent gap between normative policy frameworks and practical implementation in the field.<sup>8</sup>

Furthermore, research conducted by Titin Ani et al. provides a detailed analysis of the stages of PTSL implementation, ranging from program planning to certificate issuance. The study emphasizes the importance of synergy between governmental

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<sup>4</sup> Jeanita Hamalasar, "Program Pendaftaran Tanah Sistematis Lengkap (PTSL) Untuk Peningkatan Modal Usaha Di Kabupaten Cianjur" (Institut Teknologi Bandung, 2022), <https://digilib.itb.ac.id/assets/files/2022/MjAyMiBUUyBQUCBKRUFOSVRBIEhBTUUFMQVNBUKlFQUJTVEJBSy5wZGY.pdf>.

<sup>5</sup> Gianni Putrisasmita, "Kedudukan Program Pendaftaran Tanah Sistematis Lengkap Dalam Kerangka Reforma Agraria Untuk Mewujudkan Kepastian Hukum Pertanahan Di Indonesia," *Litra: Jurnal Hukum Lingkungan, Tata Ruang, Dan Agraria* 3, no. 1 (2023): 18–36, <https://doi.org/10.23920/litra.v3i1.1466>.

<sup>6</sup> Siti Nurhayati et al., "Implementasi Pendaftaran Tanah Sistematis Lengkap (PTSL) Sebagai Kesejahteraan Masyarakat," *Scenario: Seminar of Social Sciences Engineering and Humaniora*, 2021, 567–72, <https://jurnal.pancabudi.ac.id/index.php/scenario/article/view/4320>.

<sup>7</sup> Arif Tanri et al., "Kepastian Hukum Hak Atas Tanah Melalui Pendaftaran Tanah Sistematis Lengkap," *Notarius* 13, no. 2 (2020): 777–87, <https://doi.org/10.14710/nts.v13i2.31166>.

<sup>8</sup> Arina Jazaiyatun Hasanah, "Akibat Hukum Program Pendaftaran Tanah Sistematis Lengkap (PTSL) Bagi Kesejahteraan Ekonomi Masyarakat," *Jurnal Hukum Lex Generalis* 3, no. 9 (2022): 730–38, <https://doi.org/10.56370/jhlg.v3i9.310>; Novita Ningsih and Siti Arbayah, "Implementasi Program Pendaftaran Tanah Sistematis Lengkap (PTSL) Di Desa Hayaping Kecamatan Awang Kabupaten Barito Timur," *Jurnal Mahasiswa Administrasi Publik Dan Administrasi Bisnis* 7, no. 1 (2024): 862–75.

institutions and local communities in ensuring the success of the program.<sup>9</sup> Likewise, studies by Anwar Ahmad et al. and Denyendra Arga R W B K and Edy Pranoto identified a variety of internal and external factors that hinder the implementation of PTSL, including the relatively low level of community participation.<sup>10</sup>

Although previous studies have extensively examined the normative dimensions, policy implementation, and economic impacts of PTSL, limited attention has been devoted to the issue of low legal awareness among rural communities as a determining factor in the success of the program. Moreover, the relationship between formal legal frameworks and local social practices in understanding land ownership remains insufficiently explored. This study offers a novel contribution by integrating legal and empirical approaches to analyze the gap between state law and social reality, particularly within the context of Cianjur Regency. Accordingly, this research not only enriches the existing scholarship on PTSL but also provides a broader perspective on the importance of legal awareness in the implementation of agrarian reform.

This study aims to provide a comprehensive analysis of the implementation of the Complete Systematic Land Registration Program (PTSL) within the socio-legal context of rural communities. Specifically, the study seeks to:

- 1) Systematically examine the stages of PTSL implementation as an instrument for the recognition and legal protection of land rights in accordance with prevailing laws and regulations.
- 2) Analyze the relationship between formal law, as reflected in statutory regulations, and empirical law, as manifested in social practices, in the process of establishing and recognizing land rights, particularly in relation to traditional patterns of ownership.
- 3) Identify the factors contributing to the low level of legal awareness among rural communities regarding the importance of land certification and assess their implications for the effectiveness of PTSL implementation.
- 4) Examine the various obstacles encountered in the implementation of PTSL at the local level and formulate strategic measures aimed at enhancing community participation and improving program effectiveness.

## 2. RESEARCH METHODOLOGY

<sup>9</sup> Titin Ani et al., "Mekanisme Pelaksanaan Pendaftaran Tanah Sistematis Lengkap (PTSL) Di Indonesia," *Jurnal Ilmu Hukum Wijaya Putra* 3, no. 2 (2025): 99–114, <https://doi.org/10.38156/jihwp.v3i2.325>.

<sup>10</sup> Anwar Ahmad et al., "Analisis Pelaksanaan Pendaftaran Tanah Sistematis Lengkap (PTSL) Kantor Pertanahan Kabupaten Halmahera Timur: Studi Pelaksanaan Program Tingkat Desa Di Kabupaten Halmahera Timur," *Jurnal Ilmiah Wabana Pendidikan* 9, no. 10 (2023): 291–97; Denyendra Arga R W B K and Edy Pranoto, "Pelaksanaan Program Pendaftaran Tanah Sistematis Lengkap (PTSL) Di Desa Sukorejo Kecamatan Tunjungan Kabupaten Blora," *Jurnal Hukum, Politik Dan Ilmu Sosial* 2, no. 1 (2023): 208–21, <https://doi.org/10.55606/jhpis.v2i1.1448>; Denyendra Arga R W B K and Edy Pranoto, "Pelaksanaan Program Pendaftaran Tanah Sistematis Lengkap (PTSL) Di Desa Sukorejo Kecamatan Tunjungan Kabupaten Blora."

This study employs an empirical juridical approach (socio-legal research) to examine the gap between legal norms (law in the books) and practical implementation (law in action) in the execution of the Complete Systematic Land Registration Program (PTSL) within rural areas of Cianjur Regency. The research adopts a descriptive-analytical design, aimed not only at describing the factual implementation of PTSL but also at analyzing the factors contributing to the low level of public legal awareness regarding land registration.

The study utilizes both primary and secondary data sources. Primary data were obtained through in-depth interviews with officials from the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN), village authorities, and community members, complemented by field observations and questionnaire distribution. Secondary data consisted of primary, secondary, and tertiary legal materials relevant to agrarian law and theories of legal awareness.

Data collection was conducted through triangulation techniques involving semi-structured interviews, limited participant observation, and documentation studies. Informants were selected using a purposive sampling method based on predetermined criteria relevant to the objectives of the study. Data analysis employed the interactive model developed by Matthew B. Miles and A. Michael Huberman, consisting of data reduction, data presentation, and conclusion drawing. To ensure data validity, the study applied source, method, and theoretical triangulation. The research was conducted in several villages within Cianjur Regency, selected on the basis of their agrarian community characteristics and the level of community participation in the PTSL program.

### **3. RESEARCH RESULT AND DISCUSSION**

#### **3.1. Implementation Stages of the Complete Systematic Land Registration Program (PTSL) in Cianjur Regency**

This study seeks to examine the stages of implementation of the Complete Systematic Land Registration Program (PTSL) as an instrument for the recognition and legal protection of land rights, particularly within the context of its implementation in Cianjur Regency. The analysis primarily focuses on how each stage of PTSL is carried out in accordance with prevailing statutory regulations and the extent to which these stages contribute to ensuring legal certainty for communities as rights holders.

Based on the findings of the field research, the implementation of PTSL in Cianjur Regency has generally followed the procedural stages prescribed under Government Regulation Number 24 of 1997 concerning Land Registration, as well as the technical regulations issued by the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN). The initial stage involves the determination of target locations, whereby the Land Office identifies villages or sub-districts based on the

number of unregistered land parcels. The findings indicate that this process was conducted in a planned and data-oriented manner. Nevertheless, limitations in the accuracy of preliminary data were still identified, thereby affecting the effectiveness of implementation at subsequent stages.

The second stage consists of public outreach and socialization activities. Normatively, these activities are intended to enhance public understanding regarding the importance of land registration and the legal benefits of land certificates as proof of ownership rights. However, the findings demonstrate that the effectiveness of such outreach efforts remains suboptimal. A considerable proportion of rural communities continue to possess limited legal understanding and tend to maintain traditional perceptions that hereditary possession of land constitutes sufficient evidence of ownership. This condition reflects a discrepancy between the normative objectives of the program and the empirical realities observed in the field.

The subsequent stage involves the collection of physical and juridical data. At this stage, community members are required to submit supporting documents in their possession, such as village certificates or inheritance documents, while officials conduct land measurements in the presence of landowners and adjacent property holders. Based on field observations and interview results, this stage constitutes one of the most critical phases of the program because it directly affects the validity of the data underlying certificate issuance. The study found that the limited availability of formal legal evidence among community members frequently constitutes a significant obstacle, thereby requiring officials to rely on verification methods based on witness testimony and factual conditions in the field.

The stage of data verification and examination is intended to ensure the accuracy and validity of the collected information. The findings indicate that this process was conducted with considerable diligence by the relevant authorities, although challenges remained in reconciling juridical data with the actual physical condition of the land. This finding is consistent with the characteristics of the Indonesian land registration system, which adopts a negative publication system with positive elements, whereby the state does not provide absolute guarantees regarding data accuracy but recognizes registered data as valid unless proven otherwise.

The next stage involves the public announcement of the collected data. Normatively, this stage is intended to provide an opportunity for third parties to submit objections or claims regarding the registered land parcels. Based on the findings, this stage has generally been implemented effectively; however, public participation in filing objections remains relatively low. This condition may be attributed to the limited public understanding of the significance of the announcement stage as a mechanism of social control within the land registration process.

The final stage is the issuance of land certificates. The findings of this study indicate that the issuance of certificates through the PTSL program has had a significant impact on enhancing the community's sense of legal certainty and security over land ownership. Land certificates function not only as formal proof of rights but also as instruments that increase the economic value of land and facilitate access to financial resources. Nevertheless, these benefits have not yet been fully realized across all segments of society, particularly among community members who remain reluctant to participate in the PTSL program.

When compared with previous studies, the findings of this research are consistent with those of Fahlevi et al., which demonstrated that the Complete Systematic Land Registration Program (PTSL) contributes to strengthening legal certainty and improving orderly land administration.<sup>11</sup> Likewise, the findings support the study conducted by Jeanita Hamalasari, which highlighted the positive impact of land certification on community economic welfare.<sup>12</sup> Nevertheless, this study offers a distinct contribution by focusing more specifically on legal awareness within local communities as a determining factor influencing the effectiveness of each stage of PTSL implementation.

The findings indicate that the success of PTSL is determined not solely by procedural compliance with statutory regulations but also by the extent of community acceptance and participation.<sup>13</sup> Even when implementation stages are normatively well-structured, the program cannot operate effectively in the absence of adequate public legal awareness. In this regard, the study demonstrates a close relationship between the effectiveness of policy implementation and the socio-cultural conditions of the community as subjects of law.

This study further confirms that PTSL, as an instrument for the recognition and protection of land rights, possesses substantial potential to promote legal certainty. However, its implementation continues to face significant challenges, particularly within rural communities. The gap between formal legal frameworks and prevailing social practices constitutes a major issue that must be addressed through more participatory and educational approaches. Although the implementation stages of PTSL in Cianjur Regency have generally been carried out in accordance with the applicable legal framework, the effectiveness of the program remains strongly influenced by non-legal factors, particularly the relatively low level of public legal awareness. Accordingly, more intensive and sustainable efforts are required to enhance public understanding through continuous legal outreach and to strengthen the role of village authorities as intermediaries between the state and local communities in the land registration process.

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<sup>11</sup> Fahlevi et al., "Implementasi Pendaftaran Tanah Sistematis Lengkap (PTSL) Terhadap Kepastian Hukum Hak Milik Atas Tanah."

<sup>12</sup> Jeanita Hamalasari, "Program Pendaftaran Tanah Sistematis Lengkap (PTSL) Untuk Peningkatan Modal Usaha Di Kabupaten Cianjur."

<sup>13</sup> Yunita Sarah Rosalinda et al., "Partisipasi Masyarakat Dalam Proses Pendaftaran Tanah," *Jurnal Ilmiah Research Student* 2, no. 1 (2025): 104–15, <https://doi.org/10.61722/jirs.v2i1.3624>.

### 3.2. The Relationship Between Formal Law and Empirical Law in Social Practice

This study aims to analyze the relationship between formal law, as embodied in statutory regulations governing land affairs, and empirical law as it evolves within social practice, particularly in the process of establishing and recognizing traditionally based land rights in Cianjur Regency. The analysis focuses on the interaction between these two legal systems within the implementation of the Complete Systematic Land Registration Program (PTSL) and their implications for legal certainty and the protection of land rights.

The findings indicate that formal law and empirical law maintain an interdependent relationship in the implementation of PTSL. Normatively, formal law requires that the recognition of land rights be supported by valid written evidence and processed through legally prescribed registration mechanisms. However, in empirical reality, many rural communities do not possess complete formal documentation regarding land ownership. Under such conditions, empirical law functions as the initial basis for proving ownership rights over land.

The analysis demonstrates that, during the stage of juridical data collection, PTSL officials rely not only on formal documentary evidence but also on informal forms of proof, including statements issued by village authorities, hereditary histories of land ownership, and testimony from community leaders. In this regard, empirical law functions as an initial source of legitimacy, which is subsequently formalized through state legal mechanisms. These findings suggest that local social practices are not disregarded within the PTSL framework but are instead accommodated within the formal legal system.

Furthermore, in the determination of land boundaries, empirical law plays a particularly significant role. The study found that land boundaries are frequently established not on the basis of official maps or formal documentation but rather through longstanding agreements among adjacent landowners. Such agreements are generally respected within the community and serve as the primary reference point during the land measurement process conducted by officials. In this context, empirical law functions as a social mechanism that preserves harmonious relations among community members while simultaneously minimizing the potential for conflict.

With respect to dispute resolution, the findings also reveal that local communities tend to prioritize deliberative and customary approaches before resorting to formal legal mechanisms. Amicable settlement procedures are generally perceived as more effective, expedient, and consistent with prevailing social values within the community. This approach is implicitly accommodated within the implementation of PTSL, insofar as officials provide opportunities for non-litigation dispute resolution prior to proceeding with formal administrative processes.

Nevertheless, this study also confirms that empirical law possesses inherent limitations in guaranteeing formal legal certainty. Forms of evidence grounded in social practice do not carry the same evidentiary authority as state-issued land certificates. Accordingly, empirical law cannot substitute for formal law but instead functions as a complementary element within the broader process of land rights recognition. Within the Indonesian legal system, land certificates remain the sole form of evidence possessing full legal force and recognition by the state.

When compared with previous studies, the findings of this research reinforce the conclusions reached by Tanri et al., who argued that a socio-legal approach is essential for achieving a comprehensive understanding of PTSL implementation.<sup>14</sup> Similarly, the findings support the study conducted by Siti Nurhayati et al., which emphasized the importance of social dimensions in determining the success of land administration programs.<sup>15</sup> However, this study offers a more specific contribution by examining in greater depth the interaction between formal law and empirical law in the context of recognizing traditional forms of land ownership.

In contrast to normative studies, such as that conducted by Putrisasmita, which primarily focused on legal frameworks and regulatory structures, this study demonstrates that the effectiveness of legal implementation depends substantially on the ability of the formal legal system to accommodate prevailing social realities.<sup>16</sup> In other words, formal law cannot operate effectively in the absence of social legitimacy derived from empirical legal practices within society.

The relationship between formal law and empirical law is therefore complementary rather than contradictory.<sup>17</sup> Empirical law provides the basis for social legitimacy in land ownership, whereas formal law provides legal legitimacy recognized by the state. Within the context of PTSL, these two legal systems interact and complement one another in the transformation process from socially recognized ownership into formally recognized legal rights.

Nevertheless, significant challenges remain in harmonizing these two legal systems. One of the principal challenges concerns differing public perceptions regarding the importance of land certification. For certain members of the community, social recognition of land ownership is considered sufficient, thereby reducing the perceived necessity of transforming such recognition into formal legal acknowledgment through state registration mechanisms. This condition reflects a persistent gap between prevailing social values and formal legal norms.

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<sup>14</sup> Tanri et al., "Kepastian Hukum Hak Atas Tanah Melalui Pendaftaran Tanah Sistematis Lengkap."

<sup>15</sup> Siti Nurhayati et al., "Implementasi Pendaftaran Tanah Sistematis Lengkap (PTSL) Sebagai Kesejahteraan Masyarakat."

<sup>16</sup> Putrisasmita, "Kedudukan Program Pendaftaran Tanah Sistematis Lengkap Dalam Kerangka Reforma Agraria Untuk Mewujudkan Kepastian Hukum Pertanahan Di Indonesia."

<sup>17</sup> Khudzaifah Dimiyati, *Pemikiran Hukum: Konstruksi Epistemologis Berbasis Budaya Hukum Indonesia*, 1st ed. (Genta Publishing, 2014).

This study confirms that the success of PTSL as an instrument for the recognition and protection of land rights depends not only on the existence of an adequate regulatory framework but also on the capacity of the legal system to integrate empirical law within the formal legal structure. In this regard, an inclusive and participatory approach constitutes a crucial mechanism for bridging the gap between state law and social practices.

The findings further demonstrate that empirical law plays a substantial role in supporting the implementation of PTSL, particularly within rural communities characterized by traditional systems of land tenure. However, in order to ensure optimal legal certainty and legal protection, the process of rights recognition must ultimately be formalized through land registration procedures resulting in the issuance of land certificates as legally valid evidence. Accordingly, the harmonious integration of formal law and empirical law represents a fundamental prerequisite for the realization of a just, effective, and socially responsive land administration system.

### **3.3. Factors Contributing to Low Legal Awareness Regarding the Importance of Land Certification in Rural Communities**

This study aims to identify the factors contributing to the low level of legal awareness among rural communities regarding the importance of land certification and to analyze their implications for the effectiveness of the Complete Systematic Land Registration Program (PTSL) in Cianjur Regency. The analysis focuses on the relationship between the level of public legal understanding and community participation in the program, as well as its broader implications for the success of land administration policies.

Based on the findings derived from interviews, field observations, and documentation studies, the research demonstrates that low legal awareness constitutes one of the principal factors hindering the optimal implementation of PTSL. The findings indicate that the majority of rural community members do not fully understand the legal function and status of land certificates as formally recognized evidence of ownership under state law. Instead, they continue to rely predominantly on systems of social recognition that have been maintained across generations.

One of the primary factors contributing to this low level of legal awareness is the persistence of customary social perceptions regarding land ownership. Many community members believe that continuous possession of land inherited from previous generations constitutes sufficient proof of ownership. Recognition from family members, neighbors, and community leaders is frequently regarded as possessing stronger legitimacy than formal documentation issued by state authorities. This condition suggests that, within rural social structures, social legitimacy often takes precedence over formal legal legitimacy.

The second factor concerns the limited level of public legal knowledge. The findings reveal that many individuals do not fully understand the distinction in legal force between officially issued land certificates and informal forms of evidence, such as village statements or oral testimony. This lack of legal understanding contributes to limited public awareness regarding the legal risks that may arise in the future, particularly in relation to land disputes. Furthermore, many community members remain unaware of the economic benefits associated with land certificates, including their potential use as collateral for obtaining financing from formal financial institutions.

The third factor relates to public perceptions of the land certification process itself. Although the PTSL program was specifically designed to simplify procedures and reduce administrative costs, many community members continue to perceive the process as complicated, time-consuming, and financially burdensome. These perceptions are not always based on direct experience but are often shaped by incomplete or inaccurate information circulating within the community. This finding reflects the existence of a substantial information gap between the government, as the implementing authority, and the community, as the intended beneficiary of the policy.

The fourth factor is the limited effectiveness of legal outreach and public socialization programs. The study found that existing socialization efforts have not succeeded in reaching all segments of society equally. The dissemination of information tends to rely on formal mechanisms and limited forums, resulting in inadequate public understanding of the PTSL program, particularly among elderly residents and individuals living in geographically remote areas. Accordingly, policy communication constitutes a critical determinant influencing the level of public legal awareness.

The findings further demonstrate that the low level of legal awareness has substantial implications for the effectiveness of PTSL implementation. First, community participation in the program remains relatively limited. Research data indicate that, in several villages, participation rates range only between 40% and 50% of the total number of landowners. This low level of participation directly affects the comprehensiveness of land data collection and registration processes, thereby preventing the full realization of PTSL's objective of establishing orderly land administration.

Second, low legal awareness contributes to the continued prevalence of land-related disputes. In the absence of formally recognized proof of ownership issued by the state, conflicts concerning land boundaries and ownership status remain frequent. Dispute resolution mechanisms based solely on informal arrangements often fail to provide lasting legal certainty and, in some cases, may even generate broader social tensions within the community.

Third, rural communities are unable to fully utilize land as a productive economic asset. Land that remains uncertified cannot be optimally employed as collateral for

business financing or credit facilities. Consequently, the limited use of certified land rights hinders broader efforts aimed at community economic empowerment, which constitutes one of the central objectives of the PTSL program.

Fourth, communities also encounter difficulties in various administrative processes that require legally recognized proof of land ownership, including the issuance of building permits, the transfer of land rights, and other administrative procedures. This condition demonstrates that the absence of land certificates affects not only legal dimensions but also broader administrative and socio-economic aspects of community life.

When compared with previous studies, the findings of this research are consistent with those of Titin Ani et al., who identified low public awareness as a major obstacle to the implementation of PTSL.<sup>18</sup> Similarly, this study reinforces the findings of Novita Ningsih and Siti Arbayah, which indicated that program targets were not fully achieved due to limited community participation.<sup>19</sup> Nevertheless, this study provides a more specific contribution by examining in greater depth the social and cognitive factors that shape the low level of legal awareness within rural communities.

The findings further suggest that public legal awareness is influenced not merely by the existence of legal regulations but also by social constructions, cultural values, and patterns of communication that develop within society.<sup>20</sup> Accordingly, efforts to improve legal awareness cannot rely exclusively on normative legal approaches but must also incorporate educational and participatory strategies adapted to the socio-cultural characteristics of local communities.

This study confirms that low legal awareness constitutes a structural factor directly affecting the effectiveness of PTSL implementation. Consequently, more comprehensive and sustainable measures are required to enhance public understanding, including the provision of more inclusive outreach programs, the use of accessible and comprehensible language, and the active involvement of community leaders as agents of social change. The findings demonstrate that the success of PTSL is determined not only by administrative and regulatory mechanisms but also, to a significant extent, by the level of legal awareness among community members as the principal subjects of the policy. Without meaningful improvements in public legal awareness, the PTSL program risks failing to achieve its primary objectives of ensuring legal certainty and promoting community welfare.

### **3.4. Obstacles and Strategic Efforts to Enhance Community Participation and Program Effectiveness**

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<sup>18</sup> Titin Ani et al., "Mekanisme Pelaksanaan Pendaftaran Tanah Sistematis Lengkap (PTSL) Di Indonesia."

<sup>19</sup> Novita Ningsih and Siti Arbayah, "Implementasi Program Pendaftaran Tanah Sistematis Lengkap (PTSL) Di Desa Hayaping Kecamatan Awang Kabupaten Barito Timur."

<sup>20</sup> Serlika Aprita, *Sosiologi Hukum*, 1st ed. (Prenada Media, 2021).

This study aims to examine the various obstacles encountered in the implementation of the Complete Systematic Land Registration Program (PTSL) at the local level and to formulate strategic measures aimed at increasing community participation and improving program effectiveness. The primary focus of this analysis is not limited to identifying administrative and technical barriers but also includes an examination of the social factors influencing the effectiveness of land policy implementation in Cianjur Regency.

Based on the findings of the field research, the implementation of PTSL at the village level faces a number of multidimensional challenges. One of the principal obstacles concerns the incompleteness of ownership documentation possessed by community members. Many residents do not possess formal proof of ownership, such as deeds of sale and purchase or legally recognized transfer-of-rights documents. In most cases, individuals rely solely on village-issued statements or hereditary physical possession as evidence of ownership. This condition complicates the legal verification process and prolongs the administrative stages of land registration.

In addition, disputes concerning land boundaries constitute another significant obstacle to the implementation of PTSL. The study found that unclear or undocumented boundaries frequently give rise to conflicts among residents. Such disputes generally stem from differing perceptions regarding land boundaries that have historically been based on verbal agreements rather than formal documentation. Consequently, the processes of land measurement and boundary determination become more complex and time-consuming.

Another major challenge relates to the limited capacity of resources, both among implementing officials and within the community itself. From the institutional perspective, the number of available officers is often disproportionate to the size of the area and the volume of land parcels requiring registration. From the community perspective, limited understanding of administrative procedures contributes to the submission of incomplete or inaccurate documentation. These findings indicate that the challenges facing PTSL implementation are not solely regulatory in nature but are also closely associated with institutional capacity and the level of public legal literacy.

Based on these findings, the study identifies several strategic measures that have been, and may continue to be, implemented to address such obstacles. First, improving the quality and accessibility of public outreach constitutes a crucial strategy. The findings demonstrate that socialization efforts delivered through simple and communicative language, particularly when involving respected community figures, are significantly more effective in enhancing public understanding. Moreover, conducting outreach activities in accessible locations and at times compatible with community routines has been shown to increase participation levels.

Second, strengthening the role of village governments and community leaders represents an important mechanism for bridging communication between PTSL officials and local communities. The study indicates that village heads and traditional community leaders possess substantial social legitimacy, enabling them to influence public attitudes and decision-making processes. Their involvement in both the socialization process and administrative assistance has contributed significantly to increasing public trust in the PTSL program.

Third, the simplification of administrative procedures has proven to be an effective strategy for addressing bureaucratic obstacles. PTSL officers have sought to provide clear explanations regarding each stage of the registration process while assisting community members in completing the required documentation. This approach not only facilitates the administrative process but also reduces public perceptions that land certification procedures are excessively complicated and burdensome.

Fourth, the resolution of land disputes through deliberative and family-oriented approaches has emerged as a relatively effective solution. The findings reveal that communities are generally more receptive to informal settlement mechanisms that take local customs and social values into consideration. Such approaches not only accelerate conflict resolution but also contribute to maintaining social harmony within the community.

When compared with previous studies, the findings of this research are consistent with those of Anwar Ahmad et al. and Denyendra Arga R W B K and Edy Pranoto, which identified both internal and external obstacles to the implementation of PTSL, including administrative constraints and land-related conflicts.<sup>21</sup> In addition, this study reinforces the findings of Titin Ani et al., which emphasized the importance of synergy between governmental institutions and local communities in overcoming barriers to program implementation.<sup>22</sup> Nevertheless, this research offers a distinct contribution by integrating the analysis of implementation obstacles with solution-oriented strategies grounded in social and participatory approaches.

The findings demonstrate that the success of PTSL implementation is strongly influenced by the capacity of the policy framework to adapt to local social conditions. Approaches that rely excessively on formal and administrative procedures, without adequately considering the social realities of local communities, tend to be less effective. Conversely, approaches emphasizing participation, inclusive communication, and

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<sup>21</sup> Anwar Ahmad et al., "Analisis Pelaksanaan Pendaftaran Tanah Sistematis Lengkap (PTSL) Kantor Pertanahan Kabupaten Halmahera Timur: Studi Pelaksanaan Program Tingkat Desa Di Kabupaten Halmahera Timur"; Denyendra Arga R W B K and Edy Pranoto, "Pelaksanaan Program Pendaftaran Tanah Sistematis Lengkap (PTSL) Di Desa Sukorejo Kecamatan Tunjungan Kabupaten Blora"; Denyendra Arga R W B K and Edy Pranoto, "Pelaksanaan Program Pendaftaran Tanah Sistematis Lengkap (PTSL) Di Desa Sukorejo Kecamatan Tunjungan Kabupaten Blora."

<sup>22</sup> Titin Ani et al., "Mekanisme Pelaksanaan Pendaftaran Tanah Sistematis Lengkap (PTSL) Di Indonesia."

respect for local values have proven to be more effective in enhancing program effectiveness and community acceptance.<sup>23</sup>

The study further indicates that obstacles to PTSL implementation cannot be addressed through partial or isolated measures but instead require a comprehensive and holistic approach. Efforts aimed at increasing legal awareness must be accompanied by improvements in administrative systems, strengthening the institutional capacity of implementing officials, and enhancing the quality of public services. Accordingly, the success of the program should not be measured solely by the number of certificates issued but also by the extent of public acceptance, participation, and satisfaction with the implementation process.

This research confirms that the obstacles encountered in the implementation of PTSL reflect the broader complexities inherent in public policy implementation. Consequently, the strategies adopted to address these challenges must be adaptive, contextual, and sustainable. Active community involvement as subjects of policy implementation constitutes a fundamental prerequisite for ensuring the long-term success of the program. The findings demonstrate that increasing community participation in PTSL can only be effectively achieved through strategies that simultaneously integrate legal, social, and administrative dimensions. Effective public outreach, active involvement of village governments, simplification of administrative procedures, and deliberative approaches to conflict resolution emerge as central pillars in ensuring the sustainable success of PTSL. These findings carry important implications for the formulation of land policies that are more responsive to the needs, conditions, and socio-cultural characteristics of rural communities.

#### 4. CONCLUSION

This study aims to provide a comprehensive analysis of the implementation of the Complete Systematic Land Registration Program (PTSL) as an instrument for the recognition and protection of land rights, with particular emphasis on the stages of implementation, the relationship between formal and empirical law, the level of public legal awareness, and the obstacles and strategies associated with improving program effectiveness.

The findings indicate that, from a normative perspective, the stages of PTSL implementation have generally been carried out in accordance with prevailing statutory regulations. Nevertheless, the effectiveness of the program continues to be significantly influenced by social factors, particularly the relatively low level of legal awareness among rural communities. The study further demonstrates that empirical law continues to play an important role in the process of land rights recognition, especially in the stages of initial verification, boundary determination, and dispute resolution, although

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<sup>23</sup> Boedi Harsono, *Hukum Agraria Indonesia: Sejarah Pembentukan Undang-Undang Pokok Agraria, Isi Dan Pelaksanaannya*.

it cannot substitute for land certificates as the only form of legally recognized evidence within the national legal system.

The research findings also reveal that low legal awareness is shaped by several interrelated factors, including cultural values, limited legal knowledge, negative perceptions regarding administrative procedures, and the limited effectiveness of public socialization programs. These conditions contribute to low levels of community participation, the continued potential for land disputes, and the suboptimal economic utilization of land assets.

This study contributes to the development of socio-legal scholarship in the field of land administration by offering empirically grounded policy recommendations concerning the implementation of PTSL. However, the study is limited by the relatively narrow geographical scope of the research area. Accordingly, future policy efforts should prioritize more inclusive and sustainable public outreach, strengthen the role of village governments, and simplify administrative procedures related to land registration. Furthermore, future research should expand the geographical coverage of the study and incorporate quantitative approaches in order to generate broader and more robust generalizations.

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