

## Evaluation of the Implementation of the Complete Systematic Land Registration Program

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### Abstract

**Introduction:** The Complete Systematic Land Registration (PTSL) Program is a national policy aimed at providing legal certainty over land ownership. In Samarinda City, the program's implementation is vital due to the number of unregistered land parcels and structural, social, and legal obstacles.

**Purposes of the Research:** This study aims to evaluate the implementation of PTSL in Samarinda by assessing its achievements, identifying key challenges, and analyzing its impact on society and regional development.

**Methods of the Research:** This research uses a qualitative descriptive method, with data collected through observation, interviews, and documentation.

**Results Main Findings of the Research:** Findings show that PTSL has made significant progress, with 87% of land parcels registered. This success is supported by local policies such as BPHTB reduction, task force formation, and door-to-door services. However, challenges remain, including overlapping ownership, limited human resources, inheritance disputes, and low public legal literacy. Mitigation efforts include local paralegal training, adjudication mediation, and digital monitoring via the KitaBPN app. The study concludes that PTSL in Samarinda is generally effective and positively contributes to asset legalization and regional economic growth.

**Keywords:** Legal Certainty; Land Certification; Legal Literacy; Disputes.

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## INTRODUCTION

Land and humans always go hand in hand, this is because human activities are always adjacent to the soil problem, from birth to death, people consistently need land. The United Nations (UN) signals that now the land problem is not only related to social problems, but has become an economic problem.<sup>1</sup> Land has an important role in human life because it is related to relationships and legal acts, both individually and socially, to prevent conflicts of interest, it is necessary to regulate through land law.<sup>2</sup> Therefore, the government has established various regulations in the development of the land sector in order to realize the use of land that is prosperous, reassuring, and guarantees public safety, in accordance with Article 33 paragraph (3) of the 1945 Constitution.

PRONA (National Agrarian Operation Project) is a national policy in the land sector that aims to provide legal certainty for land rights holders, support land reform, and resolve

<sup>1</sup> Asykuroh, "Implementasi Program Pendaftaran Tanah Sistematis Lengkap (PTSL) Di Desa Gemulak Kecamatan Sayung Kabupaten Demak," *Universitas Islam Sultan Agung (Unissula)* 75, no. 17 (2021): 399-405.

<sup>2</sup> Veronicha Briliani and Arie Yulfa, "Identifikasi Persil Tanah Yang Tidak Mengikuti Kaidah Pemetaan Dalam Pelaksanaan Program Ptsl Di Kecamatan Lubuk Kilangan Kelurahan Koto Lalang Kota Padang," 2025.

land disputes at affordable costs. Established through the Decree of the Minister of Home Affairs Number 189 of 1981, PRONA was implemented to regulate land through mass certification, as well as provide legal protection to landowners from third-party demands.<sup>3</sup>

Article 19 Paragraph 1 of the Basic Agrarian Law (UUPA) emphasizes that the government is obliged to hold land registration throughout Indonesia to ensure legal certainty. This provision provides a legal basis for the implementation of the land registration program which aims to ensure the validity of land ownership, boundaries, and rights.<sup>4</sup> This meaning is reaffirmed in Article 1 number 20 of the UUPA and emphasized through Government Regulation (PP) Number 24 of 1997 which replaces the previous PP. This Government Regulation aims to provide certainty and legal protection for land, both for the subject (owner and his rights) and the object (location, boundaries, and physical condition of the land). The registration system and purpose still refer to Article 19 of the UUPA jo Government Regulation No. 10 of 1961.<sup>5</sup>

The Samarinda City Land Agency Office has implemented the PRONA program which is funded through the State Expenditure Budget (APBN) and designed based on the Budget Implementation Entry List (DIPA). Since 2017, PRONA has changed to Complete Systematic Land Registration (PTSL) based on the Minister of ATR/BPN Number 12 of 2017.<sup>6</sup> This program aims to provide legal certainty on land ownership and systematically integrate land data to reduce disputes and facilitate public access to obtain land certificates. However, its implementation faces obstacles, such as a lack of socialization that leads to a lack of public knowledge about this program.

The implementation of PTSL in Samarinda is important to ensure legal certainty over community land. However, its implementation still faces challenges, such as low public understanding, budget limitations, and administrative and technical constraints. Therefore, an evaluation of the PTSL program is needed to assess its effectiveness, efficiency, and impact on the community, as well as identify obstacles in its implementation. This study aims to evaluate the successes, obstacles, and impacts of PTSL in Samarinda City, as well as provide recommendations for future program improvement.

## METHODS OF THE RESEARCH

This study uses a normative-empirical legal method with a qualitative approach to understand the implementation of the PTSL Program in Samarinda City in depth. This approach combines literature studies and field data to uncover the social and legal realities associated with the program. This type of research is qualitative descriptive, which aims to describe the implementation process, obstacles, and impact of PTSL on the community. Data was collected through direct observation in the field and interviews with relevant parties. Data analysis refers to the Miles and Huberman model, which includes data collection, data reduction, presentation of data in the form of narratives, and drawing conclusions.

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<sup>3</sup> Yoga Adhiguna and Fifiana Wisnaeni, "Implementasi Pendaftaran Tanah Sistematis Lengkap (PTSL) Di Desa Waduk Kecamatan Takeran Kabupaten Magetan," *Notarius* 15, no. 2 (2022): 1037–54, <https://doi.org/10.14710/nts.v15i2.36437>.

<sup>4</sup> Rakhmat Wiwin Hisbullah, Farida Patittingi, and Muhammad Ilham Arisaputra, "Asas Publisitas Pada Pelaksanaan Program Nasional Agraria Dalam Rangka Mewujudkan Efektivitas Pelayanan Publik," *Al-Azhar Islamic Law Review* 1, no. 1 (2019): 48–63, <https://doi.org/10.37146/.v1i1.8>.

<sup>5</sup> & Radik Khairil Insanub Bagas Oriza Pramudya Pamungkas, Dawamul Arifin, Ahmad Aris Mundir Sutaji, "Studi Perbandingan Luas Bidang Tanah Hasil Identifikasi Foto Udara Dengan Pengukuran Terestris Dalam Menunjang Kegiatan Pendaftaran Tanah Sistematis Lengkap (PTSL)" 03, no. 01 (2024): 12–16.

<sup>6</sup> A., U., A. Marjulis, Syahrani, and E. Paselle, "Implementasi Program Pendaftaran Tanah Sistematis Lengkap Pada Wilayah Kelurahan Handil Bakti Kota Samarinda," *EJournal Administrasi Negara* 7, no. 2 (2019): 8879–91.

Therefore, this approach is expected to provide an objective overview and recommendations for improving the implementation of PTSL in the future.

## RESULTS AND DISCUSSION

### A. Efforts to Implement the Complete Systematic Land Registration Program (PTSL) in Samarinda City

Complete Systematic Land Registration (PTSL) is the process of land registration for the first time, which is carried out simultaneously and includes all land registration objects that have not been registered in a Village or Village Area or other names that are at the same level. Through this program, the government provides guarantees of legal certainty or rights to land owned by the community.<sup>7</sup>

In terminology, Complete Systematic Land Registration (PTSL) as stated in Article 1 number 2 of the Regulation of the Minister of ATR/Head of BPN Number 6 of 2018, is the first land registration activity that is carried out simultaneously for all land registration objects in one village or sub-district. This activity includes the collection of physical data and juridical data on one or several land objects for the purpose of a comprehensive registration process in the area.<sup>8</sup>

The National Land Agency revised the PTSL policy through the Regulation of the Minister of Agrarian and Spatial Planning/Head of BPN Number 12 of 2017 which was stipulated on January 26, 2017 (State Gazette of the Republic of Indonesia Number 179 of 2017). This revision was carried out because the previous Regulation, namely the Ministerial Regulation of ATR/BPN Number 35 of 2016, could not be implemented effectively due to a number of principled and substantial matters that have not been regulated.<sup>9</sup> Based on these considerations, a new regulation was issued to improve and accelerate the implementation of Complete Systematic Land Registration nationally.

The term PTSL is an update of the National Agrarian Operation Project (Prona), which is a mass land certification program that is implemented in an integrated manner. This program targets all levels of society, but is prioritized for economically weak communities. PTSL is here as a response to the needs of people who have not registered their land, especially the underprivileged who are often constrained by high costs and complicated land registration procedures.<sup>10</sup> Therefore, this policy is designed to provide ease and cost relief in the registration process, in order to increase legal certainty over land ownership.

The Regional Office of the Ministry of ATR/BPN East Kalimantan targets all land plots in East Kalimantan and North Kalimantan to be fully registered through the PTSL Program by 2025.<sup>11</sup> Until 2023, as many as 1.63 million land plots in both regions have been successfully registered, reflecting the achievement of around 80 percent of the total land plots. This achievement is part of efforts to accelerate the legalization of community assets. To encourage this target, the Regional Office of ATR/BPN East Kalimantan appealed to

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<sup>7</sup> Hamza Baharuddin, "Pelaksanaan Pendaftaran Tanah Oleh Pemerintah Melalui Program Pendaftaran Tanah Sistematis Lengkap (PTSL)," *Journal of Philosophy* 1, no. 2 (2020): 148–65.

<sup>8</sup> Saharuddin Daming et al., "Tinjauan Hukum Administrasi Negara Terhadap Pelaksanaan Program Pendaftaran Tanah Sistematis Lengkap," *Jurnal LEGISLASI INDONESIA* 20, no. 1 (2023): 63–78.

<sup>9</sup> Muhammad Askar, M Arsad Rahawarin, and Julia Th Patty, "Implementasi Program Pendaftaran Tanah Sistematis Lengkap (PTSL) Oleh Perwakilan Kantor Pertanahan Kabupaten Seram Bagian Barat," *Jurnal Pendidikan Dan Ilmu Sosial* 2, no. 2 (2023).

<sup>10</sup> Yagus Suyadi, *Menuntaskan Pendaftaran Tanah Sistematis Lengkap (PTSL)*, ed. Tarmizi (Jakarta Timur: Sinar Grafika, 2023).

<sup>11</sup> Hanifan, "BPN Targetkan Tahun 2025 Bidang Tanah Di Kaltim-Kaltara Terdaftar Lengkap," *Antara Kaltim*, 2025.

local governments to exempt BPHTB for land registered through the PTSL program to speed up the registration process and make it easier for the community.<sup>12</sup>

The step to accelerate land registration through the PTSL program is considered important because it not only provides legal certainty for landowners, but also brings direct benefits to local governments, with all land plots registered, the potential for informal ownership transfers can be minimized, and regional revenues from the tax sector can increase. Until now, Bontang City in East Kalimantan is the only area that has achieved 100 percent land registration and has been officially declared as a Complete City by the Minister of ATR/BPN.

In an effort to support the acceleration of the implementation of the Complete Systematic Land Registration Program (PTSL), the Samarinda City Government has taken progressive steps through strengthening regulations and providing fiscal incentives. One of the strategic policies issued is the Samarinda Mayor Regulation Number 17 of 2021, which specifically regulates the reduction of Land and Building Rights Acquisition Duty (BPHTB) for land registered through the PTSL scheme.

This policy was born from the awareness that the high cost, especially BPHTB, is the main obstacle for people to register their land, with incentives to reduce or exempt BPHTB, it is hoped that the cost burden will be reduced, community participation will increase, and illegal levy practices can be minimized. In addition to accelerating land certification, this policy also aims to maintain regional financial accountability and ensure transparency in tax withdrawals related to land rights.<sup>13</sup> From an institutional perspective, this policy reflects the synergy between the local government and the Land Office in supporting national programs and strengthening legal certainty for people's land ownership rights.

The implementation of the BPHTB reduction policy in Samarinda City has proven to be one of the key factors in accelerating the implementation of the PTSL Program, especially in increasing the number of land plots that are successfully certified every year. Data from the East Kalimantan BPN Regional Office shows that fiscal support from local governments significantly accelerates the achievement of the "Complete City" target while encouraging regional economic growth through the optimization of legal assets owned by the community.

As a form of further commitment, the Samarinda City Land Office also formed a PTSL Task Force. This task force plays an important role in coordinating and optimizing the implementation of programs in the field, both from technical, administrative, and juridical aspects. This step is a response to the wide coverage of the area and the large number of land plots that must be registered, so that the implementation of the PTSL program can run more effectively, structured, and on target.

In early 2024, as many as 140 PTSL Task Force personnel were officially inaugurated by the Head of the Samarinda City Land Office. This task force consists of four main teams: the Physical Team that is in charge of measuring land plots, the Juridical Team that collects and verifies ownership data, the Administration Team that prepares certification documents, and the Adjudication Team that handles disputes and verifies applicant data.<sup>14</sup>

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<sup>12</sup> Kantor Pertanahan Kota Samarinda, "Kantor Pertanahan Kota Samarinda Gelar Rapat Koordinasi Untuk Akselerasi PTSL 2025," Kantor Pertanahan Kota Samarinda, 2025.

<sup>13</sup> Muhamad Yamin, "Menteri AHY Serahkan Sertipikat PTSL Di Kota Samarinda," Portal Berita Kalimantan, 2024.

<sup>14</sup> Ira Nur Ajjiah, "Samarinda Bersiap Menjadi Kota Lengkap, 140 Satgas PTSL Resmi Dilantik," Narasi, 2024.



The PTSL Task Force works on a mobile basis with a ball pick-up system to the field, including suburban areas and dense settlements. This door-to-door strategy has proven effective in reaching people who face economic, geographical, and administrative obstacles to accessing land offices. The establishment of this Task Force is also part of the technical decentralization strategy by the National Land Agency (BPN), which aims to strengthen the implementation of PTSL through additional personnel outside of permanent employees. The recruitment process is carried out openly and involves the participation of local personnel, including students from the fields of land, measurement, and agrarian law.

The presence of the PTSL Task Force, administrative and technical workloads can be divided evenly, so that the land certification process becomes faster and more efficient. The increase in the number of measurements and issuance of certificates every year is proof of the success of this strategy. In addition, the existence of the Task Force also strengthens public trust in land services and minimizes potential administrative obstacles in the field.

Until the end of February 2024, the implementation of the Complete Systematic Land Registration Program (PTSL) in Samarinda City has shown significant progress. Of the estimated total of 324,000 land plots, as many as 283,905 plots or around 87.6% have been successfully registered. This achievement puts Samarinda on the right path to the status of a "Complete City", which is an area where all land parcels have been registered with basic maps and verified juridical data.<sup>15</sup>

This success is not only administrative, but also has a real economic impact. Based on estimates by BPN and the Samarinda City Government, the acceleration of land registration through PTSL contributes to the growth of regional economic value of ± Rp7.2 trillion. This figure includes various sources, such as regional tax and levy revenues (especially BPHTB), Non-Tax State Revenue (PNBP), the value of collateral from certified land for access to financing, as well as income from dependent rights and transfer of rights transactions.

The high level of community participation reflects the increasing awareness of the economic benefits of land certification. Land legality facilitates the use of assets for productive activities, such as opening a business, accessing people's business credit, or increasing the selling value of property. This achievement makes Samarinda a national example in the successful implementation of PTSL. Close collaboration between BPN, local governments, and the community, coupled with the strengthening of local regulations, fiscal incentives, and pick-up service strategies, is the key to success in boosting results quantitatively and qualitatively impacted, with the remaining around 40,000 land plots or 12.4% that have not been certified, the Samarinda City Government together with the Land Office target the completion of all fields before the end of 2025. in line with the national target of the Ministry of ATR/BPN to realize a fully mapped area. Although the achievements of PTSL in Samarinda showed encouraging results, its implementation was inseparable from a number of technical and social constraints. The challenges faced include overlapping ownership claims, especially in densely populated areas and heritage lands; rapid land use changes at the border of Sungai Mahakam; limited capacity of apparatus at the sub-district and RT levels in data collection; and low public legal awareness which causes rejection or doubt about the land legalization process.

Responding to these challenges, the local government and the Samarinda Land Office implemented a number of mitigation strategies. Among them are the implementation of

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<sup>15</sup> Hanifan, "BPN Targetkan Tahun 2025 Bidang Tanah Di Kaltim-Kaltara Terdaftar Lengkap."

direct mediation during the adjudication process to resolve land disputes in a non-litigation manner; paralegal training for village officials and community leaders to strengthen understanding of land law; the use of thematic maps and IKN RDTR to avoid conflicts in the IKN buffer area; as well as the use of the KitaBPN application for digital monitoring, which allows the public to monitor the progress of land registration in real-time. This collaborative and responsive approach is key to ensuring that the PTSL settlement target can be achieved while maintaining legal legitimacy, public trust, and administrative efficiency. A collaborative and responsive approach is the strategic key in ensuring that the completion of the PTSL Program can be achieved on time. Through synergy between local governments, the Land Office, and the active participation of the community, various technical and social challenges can be overcome more effectively. This approach not only speeds up the certification process, but also maintains legal legitimacy over land ownership, increases public trust in land services, and promotes efficiency in agrarian administrative governance at the local level.

## **B. Factors Hindering the Implementation of the Complete Systematic Land Registration Program (PTSL) in Samarinda City**

Realizing legal certainty on land and encouraging inclusive development, the Complete Systematic Land Registration Program (PTSL) is one of the national strategic policies that needs to be studied in depth. A thorough study of the achievements, challenges, and obstacles in its implementation is important to understand the various factors that affect the success of this program in the field.<sup>16</sup>

Some of the key factors that greatly determine the effectiveness of the implementation of PTSL include active community involvement, availability of human and financial resources, and adequate regulatory support. All three are important foundations in creating an efficient and sustainable implementation ecosystem. By identifying existing obstacles, such as the problem of overlapping land claims, limited capacity of the apparatus, or low legal awareness, a more targeted and solution strategy can be formulated to strengthen the implementation of PTSL nationally and at the local level.<sup>17</sup> Furthermore, understanding the relationship between PTSL policy and sustainable development provides important insights for academics, practitioners, and stakeholders in formulating comprehensive and long-term oriented policies. The PTSL policy not only has an impact on the legality aspect of land, but also affects local economic growth, community empowerment, and environmental conservation. These three aspects are an important part of supporting the achievement of the Sustainable Development Goals (SDGs).

The implementation effort to intensify residents' land registration was initially carried out through the National Agrarian Operation Project (Prona), which was implemented by government agencies based on the Decree of the Minister of Home Affairs No. 189 of 1981. The strengthening of the law on this program was then clarified in the Decree of the Minister of State for Agrarian Affairs/Head of BPN No. 4 of 1995, and updated through the Regulation of the Minister of Agrarian Affairs/Head of BPN No. 12 of 2017 which regulates the acceleration of PTSL. This confirms that the PTSL program is fully within the framework

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<sup>16</sup> Kuku Sudarmanto, Zaenal Arifin, and Tirsia Tatara, "Tindak Pidana Korupsi Bidang Pertanahan Terhadap Program Pendaftaran Tanah Sistematis Lengkap (PTSL) Latar Belakang Dilaksanakannya Pendaftaran Tanah Sistematis Lengkap," *Jurnal USM Law Review* 6, no. 1 (2023): 310-19.

<sup>17</sup> Muhammad Raihan, "Kebijakan Penyelesaian Bidang Tanah Kluster 3 . 1 Dan Kluster 3 . 3 Dalam Pendaftaran Tanah Sistematis Lengkap," *Jurnal Pemerintahan Dan Kebijakan* 6, no. 1 (2024): 15-31.

of the protection and policy support of the central government, and is part of the national strategy in organizing land ownership in a systematic and inclusive manner.<sup>18</sup>

Realizing legal certainty and justice in land control and ownership, the government has implemented a number of strategic programs in the land sector. One of the programs that has been implemented is the National Agrarian Operation Project (Prona), which aims to provide convenience and free services for the community in land registration. However, in its implementation, Prona is inseparable from various obstacles, especially the practice of irregularities by irresponsible individuals who use this program to carry out illegal levies and fraud, even though in principle this program is free by the state.

Prona's failure to accelerate the comprehensive land registration was caused by several factors, including limited budgets, tools, and implementing personnel, as well as the objective fact that the unregistered land was very numerous, widespread, and widely controlled without proof of legal ownership. In addition, the legal basis for the implementation of Prona is not strong enough to allow the completion of land registration in a short time and optimal results.<sup>19</sup> On the basis of these various weaknesses, since 2016 the government has stopped Prona and replaced it with a new and more comprehensive policy, namely Complete Systematic Land Registration (PTSL). This program is considered more responsive to the need to accelerate land legalization, because it systematically integrates juridical, technical, and administrative approaches.<sup>20</sup> PTSL is present as a refinement of Prona and is currently regulated in various regulations, such as the Regulation of the Minister of ATR/BPN Number 12 of 2017, and is fully supported by other technical regulations to strengthen its implementation as part of the national strategy towards legal certainty in the land sector.

## 1. Structural and Administrative Problem Factors

Based on the results of interviews with BPN officials, it was revealed that many villages in Samarinda are still experiencing a shortage of competent surveyors, so the implementation of measurements in the field is often delayed, especially in areas with difficult geographical conditions. This limitation is exacerbated by the lack of technical training, which causes new officers to not be able to meet operational standards in the PTSL process. These findings are in line with various studies in other regions that show that lack of human resources and weak coordination between agencies are the main obstacles in the implementation of PTSL. In some districts/cities, the limited number of surveyors and the lack of optimal synergy between vertical (such as BPN) and horizontal (local governments and sub-districts) have caused physical and juridical data collection to not run effectively. As a result, measurement activities are often delayed and have a direct impact on the slow process of issuing land certificates, thereby slowing down the achievement of the overall program targets.

To strengthen the implementation of the PTSL Program, various improvement efforts have been made, including through regular technical training for officers, the preparation of a more coordinated measurement schedule across regions, and competency mapping to

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<sup>18</sup> Badrudin Kurniawan, "Implementasi Program Pendaftaran Tanah Sistematis Lengkap (PTSL) Sebagai Upaya Percepatan Pendaftaran Tanah Di Provinsi Jawa Timur," *Publika* 9, no. 4 (2021): 355–68.

<sup>19</sup> La Asiri and Herman Lawelai, "Analisis Kebijakan Pendaftaran Tanah Sistematis Lengkap Dan Implikasinya Terhadap Pembangunan Berkelanjutan Di Kota Baubau," *Jurnal Pemerintahan Dan Politik* 9, no. 2 (2024): 128–36.

<sup>20</sup> Moh Fauzi Rahman, "Pola Penyelesaian Konflik Batas Wilayah Antar Desa Pasca Program Pendaftaran Tanah Sistematis Lengkap (PTSL) Tahun 2019 Di Kabupaten Lombok Timur," *Jurnal Education and Development* 8, no. 2 (2020): 344–54.

place the workforce according to their areas of expertise. These measures are a strategic response in reducing unequal workloads between regions and minimizing the potential for administrative errors when collecting physical data in the field.<sup>21</sup> However, challenges still arise, especially related to the readiness of technological infrastructure. Many land offices in the region still face limitations in the use of digital mapping systems, the lack of availability of modern measuring instruments, and uneven internet access. This condition has a direct impact on the reporting process, spatial data integration, and the efficiency of land information management. On the other hand, the absence of valid basic maps and up-to-date land plot maps in a number of areas also increases the risk of errors in determining land boundaries and identifying fields. These challenges underscore the importance of comprehensive land information system modernization as a prerequisite for the successful implementation of PTSL in the future.

Therefore, increasing institutional capacity, both within BPN and regional apparatus, is a key factor in ensuring that the implementation of PTSL runs not only administratively, but also effectively from a technical point of view. Adequate technology support, continuous human resource training, and regular strengthening of cross-agency coordination need to be strengthened so that this program is able to achieve its goals optimally. Thus, PTSL can really be a strategic instrument in realizing legal certainty on land ownership rights for all citizens, as well as supporting fair and sustainable land governance.

## 2. Juridical Issues and Ownership Disputes

One of the main obstacles in the implementation of the Complete Systematic Land Registration Program (PTSL) in Samarinda City is the high intensity of juridical disputes over land plots submitted for certification. Based on data from the Samarinda Land Office, it was recorded that in 2021 there was a significant spike in the number of land cases, namely 82 civil cases and 10 cases that went to the State Administrative Court (PTUN). Although this number decreased in 2022, it still reflects the complexity of agrarian law issues that have not been thoroughly resolved in society. The high number of disputes is an indicator that the legality aspect and proving land rights are still a serious challenge in supporting the success of PTSL as a whole. Land disputes that often arise in the implementation of PTSL in Samarinda City are generally related to the status of inherited land, overlapping claims between parties claiming to be owners, and sale and purchase transactions that are not based on a notary deed or official written evidence. Many people only rely on a statement or proof of Land and Building Tax (PBB) as the basis for ownership, even though the document does not have sufficient legal force for the certification process.

The results of interviews with BPN Samarinda officers reinforce this finding, where many certificate application files were rejected or delayed due to multiple claims for the same land plot, or objections from other parties that have not been legally resolved. This situation shows that weak documents proving rights and low public awareness of the importance of formal legality are one of the crucial obstacles in supporting the smooth and successful PTSL program. The findings regarding the high intensity of land disputes in the implementation of PTSL are not a phenomenon that only occurs in Samarinda, but are a common problem nationally. Inheritance land disputes are recorded as the most dominant type of conflict,

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<sup>21</sup> Afriva Khaidir and Zakia Aldeo, "Implementasi Program Kantor Pertanahan Kabupaten Sijunjung ( PTSL ) Dan Meningkatkan Pengetahuan Masyarakat Tentang Sertifikasi Tanah," *Jurnal Administrasi Pemerintahan Desa* 05, no. 02 (2024): 1-10.



and are often the cause of delays in the certification process. In many cases, the new certification can proceed after all heirs have been present and given written consent. The mediation process by the adjudication committee often takes a long time, especially if the relationship between the heirs is not harmonious or the object of the dispute has high economic value. In addition, there are still many lands that have been controlled by the community for many years without a formal legal basis. In this context, a dilemma arises between the principle of "real mastery" and the need for written legal evidence, which makes decision-making in the field complex and prone to disputes. This condition confirms that juridical obstacles are one of the crucial challenges in the implementation of PTSL.

Therefore, strong synergy between various parties is needed, including through legal counseling to the community, active mediation by adjudication officers, and accelerating the process of proving rights. This approach is important so that the land legalization process runs more smoothly and is not hampered by unresolved ownership conflicts.<sup>22</sup>

### 3. Factors of Lack of Legal Literacy and Community Participation

The success of the PTSL Program is highly dependent on the active participation and understanding of the community's goals and mechanisms of the program. However, in Samarinda City, public legal literacy towards PTSL is still relatively low. This is reflected in BPN data which shows that during the 2021-2022 period, the majority of complaints from the public were made in writing as many as 93 cases, while modern complaint channels such as SP4N Lapor, social media, or call centers were almost not used. The low use of digital channels shows that most people are not familiar with technology-based supervision systems, and do not fully understand the rights and procedures that they can take in the PTSL program. The lack of socialization and legal education is the main factor that causes the community to not be proactive enough in supervising or following up on the land registration process. This condition emphasizes the importance of increasing legal and digital literacy so that people are more involved in the implementation of programs and able to access their rights independently and efficiently.

The results of interviews with BPN officers revealed that one of the factors that slowed down the process of collecting field data was the absence of residents when land measurements were carried out. Some residents consider that the PTSL program will actually increase administrative or tax burdens, so they are reluctant to follow the specified stages. There is also an assumption that land certificates are only important for high-income people or large landowners, so many people are apathetic to this program. The low level of community participation is closely related to the lack of socialization from the BPN and the village government. Information about PTSL is often only conveyed informally through RTs or community leaders without any official materials such as brochures or leaflets explaining the registration procedure. As a result, the dissemination of information becomes uneven and negative prejudices arise that the PTSL program is actually risky or detrimental. This shows the need for a more structured and inclusive communication strategy so that the public understands the benefits of the program as a whole and is willing to be actively involved in the process.

The phenomenon of low legal literacy and community participation in the implementation of PTSL is closely related to the lack of optimal communication and public

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<sup>22</sup> Zaenal Darmotannyono, "Implementasi Kebijakan Pendaftaran Tanah Sistematis Lengkap (PTSL) Di Badan Pertanahan Kabupaten Jember," *Jurnal Manajemen Dan Administrasi Publik* 5, no. 4 (2024): 402-17.

understanding. Many residents do not fully understand what PTSL is, its procedures, and the long-term benefits of land certificate ownership. As a result, people tend to be passive and even reluctant to follow important stages such as document collection, measurement processes, and signing minutes.<sup>23</sup>

One of the main causes of this condition is inconsistent and uneven socialization. In some villages, socialization activities are only carried out once without follow-up, so they do not reach all levels of society. In fact, to build effective awareness and participation, repetitive, clear, and easy-to-understand communication is needed. The information conveyed should also not only be technical, but emphasize the real benefits of land certification, such as legal certainty, ease of access to capital, and protection from disputes. Without a proper communication approach, the PTSL program will continue to face the challenge of low citizen participation. Some people still view the management of land certificates as an expensive, complicated, and vulnerable process to illegal levies. This perception often arises due to past experiences or misinformation. Therefore, the role of the government and implementing officials in the field should not be limited to administrative tasks alone, but should also function as active educators, with an inclusive and humanist approach in explaining the PTSL process.

Improving people's legal literacy is not just about increasing knowledge about the rules, but also building trust that land services can be accessed fairly, transparently, and without intimidation. The presence of the state in this case is very important through BPN officers, village officials, and community leaders to bridge the gap between formal law and social reality at the local level. This kind of continuous education is an important investment in realizing a PTSL program that is not only administratively successful, but also firmly embedded in the legal awareness of the community.<sup>24</sup>

### C. Strategies to Mitigate Obstacles to the Implementation of PTSL in Samarinda

The implementation of the Complete Systematic Land Registration Program (PTSL) in Samarinda City faces various complex structural, social, and juridical challenges. One of the main problems is the overlapping of land ownership claims, especially in densely populated areas, where boundaries of land are often unclear and rely solely on verbal agreements or family inheritances without valid legal documents. This condition makes it difficult to verify juridical data during land registration. In addition, there was a change of land use on the border of the Mahakam River, from agricultural land to residential areas, without being accompanied by legality updates. As a result, there is a discrepancy between the physical conditions in the field and the recorded administrative data. The disharmony between the facts and documents becomes an obstacle in the process of measuring, adjudicating, and issuing certificates, thus demanding more systematic technical, legal, and coordinated solutions from various related parties.

The problems in the implementation of the Complete Systematic Land Registration Program (PTSL) in Samarinda are the result of a combination of interrelated structural, administrative, and juridical obstacles. Limited human resources, lack of supporting infrastructure, and weak coordination between agencies cause the process of measuring and

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<sup>23</sup> Yohanes Sepal, "Implementasi Peraturan Menteri Agraria Dan Tata Ruang/Kepala BPN Nomor 6 Tahun 2018 Tentang Pendaftaran Tanah Sistematis Lengkap (PTSL) Dalam Upaya Mencegah Sengketa Pertanahan Di Kabupaten Ende," *Petitum Law Journal* 1, no. 1 (2023): 253–61.

<sup>24</sup> Putu Diva Sukmawati, "Hukum Agraria Dalam Penyelesaian Sengketa Tanah Di Indonesia," *Jurnal Ilmu Hukum Sui Generis* 2, no. April (2022): 89–95.

validating documents to be often delayed, even resulting in data mismatches between administrative records and real conditions in the field. On the other hand, unstable juridical conditions, such as inheritance disputes, double claims, and transactions without valid documents, exacerbate legal uncertainty. As a result, the adjudication process is often stalled and has a direct impact on the delay in certification.

This situation is exacerbated by the low legal literacy of the community which causes them to be passive and less cooperative in solving problems that arise. Therefore, the solution approach is not enough to rely only on technical and administrative solutions, but must also involve social, educational, and optimal use of digital technology so that PTSL can run effectively and inclusively.

Facing various challenges in the implementation of PTSL, the Samarinda Land Office and related parties have implemented a number of strategic mitigation measures. One of them is simultaneous mediation in the adjudication process, which aims to resolve multiple claims or objections between citizens in a non-litigation manner. This effort has proven effective in suppressing the escalation of disputes to the judicial realm. In addition, basic legal training for village and RT officials is also carried out so that they can play the role of local paralegals. With adequate knowledge, they are able to help the community understand the importance of land legality and its registration flow. The role of these apparatus is very vital given their proximity to the residents and the high level of trust in the community.

Another significant step is the use of spatial data and thematic maps of the National Capital City (IKN), especially in the Samarinda buffer area. This data is the basis for remapping land plots and preventing land conflicts that can arise due to regional development. This combination of juridical, educational, and spatial approaches is an important part of maintaining the sustainability and effectiveness of the implementation of PTSL. To increase the transparency and accountability of land services, BPN has developed a digital-based monitoring system through the *KitaBPN* application, which allows the public to monitor the land certificate application process in real-time. This step aims to minimize the potential for maladministration, speed up services, and build public trust in the integrity of land institutions.

Overall, the strategy implemented in the implementation of PTSL in Samarinda reflects a holistic approach that not only focuses on the technical aspects of certification, but also integrates institutional strengthening, social intervention, and digital innovation. The success of challenge mitigation is highly dependent on synergy between stakeholders and adaptation to the complexity of field conditions. A shared commitment to realizing inclusive, fair, and legal certainty-oriented services is the main foundation for the continuity and success of the PTSL program in a sustainable manner.

## CONCLUSION

The implementation of the Complete Systematic Land Registration Program (PTSL) in Samarinda City in general shows quite high effectiveness, as reflected in the achievement of registration which has exceeded 87% of the total estimated land plot. This success is inseparable from the support of regional regulations, such as the BPHTB reduction policy, the establishment of the PTSL Task Force, and a direct-to-field service strategy that encourages active community participation. This program has had a real positive impact, such as increasing citizens' legal awareness and the legality of asset ownership that

contributes to local economic growth. However, the implementation of PTSL is still faced with a number of obstacles, both structural and social, including overlapping land ownership, limited human resources at the sub-district and RT levels, and juridical conflicts around inheritance and dual claims. The low legal literacy of the community also slows down the registration process, especially in the measurement and verification stages of documents. To answer these challenges, various mitigation measures have been implemented, such as direct dispute mediation, basic legal training for local officials, and optimization of the digital monitoring system through the KitaBPN application to encourage transparency and speed up services.

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