



Effectiveness of Complete Systematic Land Registration Services (PTSL) at ATR/BPN Sukabumi City Land Office From 2022-2024

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Abstract

This study aims to determine the effectiveness of the Complete Systematic Land Registration Program (PTSL) services at the ATR/BPN Sukabumi City Land Office during 2022–2024. This research was motivated by the fact that there are still many community land parcels that have not been certified and the uneven achievement of the PTSL program in several areas of Sukabumi City. This study employed a qualitative method with a descriptive approach through observation, interviews, and documentation techniques. The informants consisted of the Head of the ATR/BPN Sukabumi City Land Office, PTSL implementation officers, and community members participating in the PTSL program. The study used Nugroho's (2020) policy effectiveness theory which includes appropriate policy, appropriate implementation, appropriate target, appropriate environment, and appropriate process. The results showed that the PTSL service program at the ATR/BPN Sukabumi City Land Office has generally been quite effective, as reflected in the suitability of policies with community needs, the implementation of the program according to procedures, the increase in land certification realization in 2023 and 2024, as well as support from the government and community participation in program implementation. However, several obstacles remain, such as the lack of public understanding regarding administrative requirements, limited human resources, and uneven program achievements in several regions. Therefore, increased socialization, coordination, and equal distribution of program implementation are needed to optimize the effectiveness of PTSL services further.

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Introduction

The Comprehensive Systematic Land Registration Program (PTSL) is an Indonesian national initiative to register all land parcels within a village or sub-district simultaneously so that each parcel obtains clear legal status. Land registration and titling are widely understood as instruments for strengthening tenure security, improving land information systems, and reducing uncertainty in land transactions (Feder & Nishio, 1998; Deininger & Feder, 2009; Williamson, 2001; Steudler et al., 2004). Implemented by the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN), PTSL accelerates legal certainty and protection of land ownership. Effective land administration requires clear institutions, reliable cadastral data, legal recognition of rights, and accessible services (Enemark et al., 2014; Lemmen et al., 2015; Hendriks et al., 2019). Thus, PTSL organizes land administration, reduces disputes, and improves welfare through secure rights. Studies show that systematic registration can strengthen legal certainty, expand access to formal documents, and improve cadastral records when supported by accurate spatial data and community participation (Aditya et al., 2020; Aditya et al., 2021; Kusmiarto et al., 2021; Cahyono & Deviantari, 2018).

PTSL is implemented under Regulation of the Minister of Agrarian Affairs and Spatial Planning/National Land Agency No. 6 of 2018 and Presidential Instruction No. 2 of 2018 on the Acceleration of PTSL. Through this program, the government seeks to build land administration that is orderly, transparent, and accountable. Transparency, accountability, and data quality are essential because weak records, overlapping claims, and fragmented procedures may widen implementation gaps and increase conflict potential (Zevenbergen et al., 2013; Abubakari et al., 2018; Lengoiboni et al., 2019; Fayyad & Al-Sinnawi, 2023). Therefore, PTSL is expected to provide legal certainty and reduce recurring disputes (Payne, 2009; Bromley, 2009; Ghebru & Lambrecht, 2017; Yubaidi, 2020).

PTSL implementation in Sukabumi City in 2022 shows that the target for land title certificates (SHAT) was 1,513 plots, while realization reached 1,073 plots (Ministry of Agrarian Affairs and Spatial Planning/National Land Agency, 2022). Thus, the target was not fully achieved, leaving 440 uncertified plots. These conditions indicate administrative constraints, surveying issues, and limited community participation. Similar problems are related to unclear boundaries, limited human resources, weak inter-agency coordination, incomplete documentary evidence, and limited public understanding of procedures (Van Meter & Van Horn, 1975; Sabatier & Mazmanian, 1980; Aditya et al., 2021; Abubakari et al., 2018). Consequently, the 2022 data indicate that PTSL implementation in Sukabumi City remained suboptimal and requires evaluation.

In 2023, PTSL implementation improved significantly. The certificate target was 500 plots, while realization reached 597 plots (Ministry of Agrarian Affairs and Spatial Planning/National Land Agency, 2023). This shows that the program exceeded the target. Some areas with zero targets also recorded certification under category K1, indicating parcels eligible for certificate issuance. Thus, implementation in 2023 became more effective in accelerating certification and improving local performance. Policy implementation studies explain that target achievement is influenced by policy clarity, implementer capacity, resource availability, coordination, and the suitability of policy instruments with local conditions (Van Meter & Van Horn, 1975; Sabatier & Mazmanian, 1980; Mubarok et al., 2020; Putera et al., 2023).

In 2024, PTSL implementation produced substantial output, with 1,075 land certificates issued (Ministry of Agrarian Affairs and Spatial Planning/National Land Agency, 2024). This indicates continued pursuit of legal certainty over community land ownership. Nevertheless, several areas still

showed very low or absent implementation, indicating uneven performance across Sukabumi City. Uneven achievement may occur when local administrative capacity, spatial data readiness, community participation, and supporting technology differ among areas (Steudler et al., 2004; Aditya et al., 2020; Kusmiarto et al., 2021; Tan et al., 2021; Jahani et al., 2024). Therefore, further evaluation is necessary to identify factors affecting success, including policy, capacity, and participation.

Overall, the 2022–2024 data illustrate the dynamic implementation of PTSL in Sukabumi City. The year 2022 showed suboptimal performance because the target was not fully achieved, whereas 2023 exceeded the target, and 2024 maintained high output despite uneven distribution. This indicates that PTSL develops, but its effectiveness still requires further analysis. Evaluation should consider legal certainty, institutional performance, cadastral completeness, service quality, public participation, and sustainability of land information systems (Williamson, 2001; Deininger & Feder, 2009; Lemmen et al., 2015; Hendriks et al., 2019; Aditya et al., 2021). Therefore, this study aims to examine PTSL implementation in relation to target achievement during 2022–2024. The study is expected to provide information on PTSL service effectiveness and serve as consideration for future research. PTSL is considered effective when its implementation complies with regulations and national policy directions, follows clear procedures, is supported by adequate resources, achieves targets, corresponds to social, economic, and cultural conditions, and is delivered through a systematic and sustainable process, consistent with Nugroho's (2020) policy effectiveness indicators and implementation literature emphasizing policy design, implementation capacity, target accuracy, environmental support, and continuous evaluation (Van Meter & Van Horn, 1975; Sabatier & Mazmanian, 1980; Mubarok et al., 2020).

Methods

This research located at ATR/BPN Office Sukabumi. Type of research is qualitative method with a descriptive approach. Qualitative descriptive research is appropriate for exploring policy implementation because it enables researchers to understand institutional processes, actor perspectives, service constraints, and contextual factors in depth (Sandelowski, 2000; Vaismoradi et al., 2013; Kim et al., 2017). The researcher has defined the scope of this study, which focuses on the main research issues and questions for the period 2022–2024. To measure effectiveness in this study, the researcher refers to the theory proposed by Nugroho (2020) such as appropriate policy, appropriate implementation, appropriate target, appropriate environment, and appropriate process.

This sampling technique is purposive sampling which the sample is selected on the basis of specific considerations and objectives. Purposive sampling is commonly used in qualitative research to select informants who have direct experience, relevant knowledge, and the ability to provide rich information about the phenomenon under study (Palinkas et al., 2015; Campbell et al., 2020). The characteristics that informants must possess include: honesty, adherence to agreements, compliance with rules, the ability to communicate effectively, not being a member of any of the groups involved in the conflict within the research setting, and having a particular perspective on the events that have taken place. The data sources used in this study is primary data from interview with head of ATR/BPN office, PTSL Program Officer, and participants of PTSL program 2022 – 2024. Data collection by observation, interview, and documentation. The data selected for use in this study was validated by source triangulation, technique triangulation, and time triangulation. Triangulation strengthens qualitative validity by comparing information from different sources, methods, and times to improve credibility and reduce bias (Carter et al., 2014; Fusch et al., 2018; Forero et al., 2018). The data will be

analyzed through data reduction, data presentation, and drawing conclusions (Miles & Huberman, 2014).

Results and Discussions

1. Results

According to Nugroho (2020), effectiveness refers to the degree of success of a public policy, which is assessed not only by the achievement of its objectives but also by the accuracy of its implementation process. A program is considered effective if the policy is designed to address the problem, is implemented well by the implementing actors, is on target, is supported by a conducive environment, and goes through a process that runs optimally and is participatory. Thus, effectiveness focuses not only on the final results (outputs), but also on the quality of implementation and its impact on the community.

Based on this concept, this study analyses the effectiveness of the PTSL at the ATR/BPN Land Office in Sukabumi City for the period 2022–2024. This program aims to provide legal certainty regarding land rights through the acceleration of comprehensive land certification, given that many members of the public still do not possess land certificates. In measuring effectiveness, the researcher utilizes Nugroho's theory, which identifies five dimensions as benchmarks for measurement: (1) Policy Appropriateness, (2) Implementation Appropriateness, (3) Target Appropriateness, (4) Environmental Appropriateness, and (5) Process Appropriateness.

a. Policy Appropriateness

It is appropriate to review the suitability of the PTSL program in relation to the land issues faced by the community, as well as the clarity of the regulations underpinning its implementation. Based on the interview findings, it is clear that the PTSL program was implemented due to the high number of uncertified land parcels, which has led to conflicts and legal uncertainty. The PTSL program was established because many people still do not hold land certificates, meaning that land ownership lacks legal certainty. This situation can lead to boundary disputes and conflicts over ownership amongst members of the community. Consequently, the government, through the ATR/BPN is implementing the PTSL program to accelerate the comprehensive land registration process, thereby establishing legal certainty and ensuring orderly land administration.

The PTSL Program's policies are considered appropriate and relevant to the actual conditions on the ground, as they directly address the main land-related issues within the community. These issues include the large number of uncertified plots of land—which therefore lack legal standing—incomplete and poorly organized land records, and a high potential for conflicts such as boundary disputes and ownership claims. These conditions leave the community in a legally vulnerable position. Consequently, the PTSL Program is viewed as an effective solution as it provides legal certainty regarding land ownership, establishes legal certainty, comprehensively organized land administration, and reduces the potential for disputes that frequently arise within the community.

The guidelines for implementing the PTSL Program is clearly set out in writing and provide fairly comprehensive guidance for those carrying out the work. However, when applied technically in the field, understanding them is not always straightforward, as each plot of land presents different challenges. These challenges may include unclear ownership status, undefined land boundaries, overlapping claims, and diverse social conditions within the community. This situation means that implementers cannot simply follow procedures rigidly, but must also possess experience, meticulousness, and the ability to interpret and adapt the rules to actual conditions. In other words, the

guidelines serve as a basic reference, but the success of implementation is largely determined by the technical ability and experience of officials in handling various complex cases in the field.

The implementation of the PTSL Program is already underpinned by regulatory frameworks and technical guidelines that are highly clear, structured, and issued directly by the central government through the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN), meaning that all stages of the process—from public awareness campaigns, data collection, surveying, and documentation to the issuance of certificates—have been set out in detail, including the targets and working procedures that must be followed by local implementers, thereby making program implementation more focused, uniform, and minimizing procedural errors; however, in practice on the ground, there remains a need for adaptation due to differences in regional conditions such as geographical location, population density, and variations in community characteristics—including levels of understanding, participation, and land ownership history—so that implementers do not merely apply the rules rigidly but also make technical adjustments without deviating from the established provisions, ensuring the program continues to run effectively in line with actual conditions on the ground.

Based on the results of the interviews conducted, the researchers concluded that the PTSL Program was implemented as a solution to the large number of community land parcels that still lacked official certificates. This situation resulted in land ownership lacking legal certainty and had the potential to cause various problems, such as land boundary disputes, overlapping ownership, and conflicts among community members. Additionally, the lack of comprehensive land data organization remains a significant obstacle in land administration. Therefore, the government, through the PTSL Program, is striving to accelerate the mass land registration process so that all land parcels can be properly recorded and possess clear legal standing. Issues faced by the public—such as inherited land lacking complete documentation, unclear land boundaries, and ongoing claims of dual ownership—demonstrate that the public's need for land legality remains very high. Under these circumstances, the PTSL Program is seen as capable of providing a solution because the public can obtain land certificates more easily, affordably, and with legal validity.

Issues faced by the community—such as inherited land lacking complete documentation, unclear land boundaries, and the persistence of overlapping ownership claims—demonstrate that the community's need for land legalization remains very high. Under these circumstances, the PTSL Program is seen as capable of providing a solution because the community can obtain land certificates more easily, affordably, and with legal validity. Technical adjustments in policy implementation are made without deviating from the rules established by the central government. These adjustments are made due to differences in regional conditions and community characteristics at each program implementation site. For example, there are areas with low levels of community participation, incomplete ownership documents, and varying social conditions that affect the data collection and documentation processes. Therefore, field officers must not only follow administrative procedures but also engage with the community, educate them on the importance of land certificates, and adapt technical processes to on-the-ground conditions.

b. Implementation Appropriateness

The focus of this study is to examine how the PTSL Program is implemented in accordance with established procedures and technical guidelines, so that the program's objectives can be effectively achieved. In this study, the focus is on the implementation process from the planning stage through to the issuance of land certificates. Based on the results of interviews, the implementation of the PTSL Program begins with the planning stage, involving the identification of locations and target plots of land that are not yet certified. Subsequently, the ATR/BPN coordinates with the sub-district, RT/RW, and

local officials to collect data and raise awareness among the community regarding the program's objectives, requirements, mechanisms, and implementation stages of the PTSL. The implementation of the PTSL is carried out systematically and in stages, in accordance with the technical guidelines issued by the central government. The program begins with the planning and site selection stage, which involves identifying areas where there is still a significant amount of uncertified land, ensuring that the program is targeted effectively and meets the needs of the community.

PTSL Program in a phased and systematic manner, beginning with public awareness sessions to ensure the community understands the program's objectives, procedures and requirements, followed by the collection of land ownership documents as administrative data. Subsequently, officials conduct on-site land surveys to obtain accurate physical data, such as land area and boundaries. Next, data validation is carried out by cross-checking the physical data against the land ownership documents to ensure there are no errors, disputes or overlapping claims of ownership. Once the data has been verified as correct, a public announcement is made to ensure there are no objections from other parties. If all stages have been completed and no issues are found, a land certificate is issued as legal proof of the community's ownership.

The human resources (HR) involved in the implementation sufficiently prepared and capable of carrying out the program in accordance with their duties and responsibilities; however, in practice, there are still challenges in the form of a shortage of surveyors relative to the large number of land parcels that need to be processed. This situation results in a considerable workload for the staff, particularly when the land certification targets set by the government must be met within a specific timeframe. The shortage of surveyors also affects the implementation process in the field, as land surveying is a crucial stage requiring precision, time and considerable effort to ensure that physical land data—such as area, boundaries and location—accurately reflect actual conditions. ATR/BPN requires support from local government authorities and local officials to assist with field operations, such as coordinating regional efforts, conducting community surveys, disseminating program information, and providing on-site support during the land surveying process.

It was explained that the duties of PTSL Program officers, particularly surveyors, play a crucial role in ensuring the accuracy of land data, which forms the basis for the issuance of land certificates. These duties begin with determining land boundaries in the field, together with landowners and relevant parties, to ensure that the location and boundaries of land ownership correspond to the actual conditions and to prevent disputes or land overlaps. Once the land boundaries have been determined, officers measure the land area using approved surveying equipment to obtain accurate physical land data that corresponds to the conditions on the ground. This data is then entered into the land administration system as part of the digital land data collection and administration process, ensuring the data is more organized, integrated and easily verifiable.

The facilities and infrastructure are adequate and capable of supporting the smooth running of the program. This support is evident in the availability of land surveying equipment used by officials to obtain accurate physical land data, such as measuring instruments and other field support equipment. Furthermore, the land administration and data management systems also support the program's implementation, particularly in the inputting, processing, and storage of land data, thereby ensuring that administrative processes are more orderly and structured. However, these limitations generally do not constitute a major obstacle, as the program's implementation is still proceeding in accordance with the established stages and targets. This indicates that the availability of facilities and infrastructure is sufficient to support the effective implementation of the PTSL Program, although improvements to facilities are still required to ensure the program's implementation is optimized.

Based on the results of the interviews and observations conducted, the researcher concludes that the implementation of the PTSL proceeded in accordance with the procedures and technical guidelines established by the central government. This is evident from the systematic implementation stages, ranging from planning, site selection, public outreach, collection of legal data, land surveying, data validation, announcement of survey results, to the issuance of land certificates. All these stages demonstrate that the program's implementation was not carried out arbitrarily without due process, but through a structured mechanism to ensure that the certificates issued truly correspond to the physical and administrative conditions of land ownership on the ground. The selection of program locations, which focused on areas with a high number of uncertified plots, also indicates that the implementation of the PTSL has been appropriately targeted to meet community needs and local land conditions.

Furthermore, the researchers found that although the facilities and infrastructure for implementing the PTSL Program are adequate, the program's implementation on the ground still faces various administrative, technical and social challenges. The most common challenges include unclear land boundaries, disputes between residents, incomplete land ownership documents, as well as difficult weather conditions and terrain that makes the area hard to access during the surveying process. These conditions indicate that the implementation of the PTSL Program is not merely a matter of land certification administration, but is also linked to the social conditions of the community and the often complex realities on the ground. Consequently, implementing officers are required to possess meticulousness, experience, communication skills, and the ability to adapt technical implementation to community conditions without deviating from established procedures.

c. Target Appropriateness

Target accuracy is a dimension that assesses the extent to which the PTSL Program can be delivered to beneficiaries in line with the program's objectives. Target accuracy is crucial to ensure that the implementation of the PTSL Program is genuinely directed at communities who do not yet hold land certificates, thereby providing legal certainty and establishing orderly land administration. In this study, the target accuracy dimension focuses on the process of determining the location and target number of land parcels. The location is determined by identifying areas where there is still a significant amount of uncertified land, whilst the target number of land parcels is determined based on data collection results and on-the-ground conditions to ensure the program's implementation is more focused and aligned with community needs.

The selection of locations and targets is carried out in a planned manner and based on an analysis of on-the-ground needs; it is not determined arbitrarily. Priority is given to areas where there is still a significant amount of uncertified land, so that the program is targeted effectively and can provide legal certainty to the community. Furthermore, the selection of locations also takes into account proposals from local councils, as they have a better understanding of land conditions within their areas. During the process, the ATR/BPN utilises initial data, such as land parcel maps and other land-related data, to determine the number of land parcels to be certified. This demonstrates that the selection of locations and targets for the PTSL Program is carried out systematically, purposefully, and tailored to the conditions and needs of the community on the ground.

The demarcation of land parcels under the PTSL Program is carried out based on the results of an initial survey of areas where there is still a significant amount of uncertified land, ensuring that the program is targeted effectively and meets the needs of the community. This survey process involves local council officials and the local community, as they are considered to have a better understanding of land ownership and the location of land in their respective areas. The involvement of village officials helps to make the process of identifying and surveying land parcels easier and more accurate, whilst the

involvement of the community aims to ensure that land ownership data corresponds to the actual conditions on the ground. Through cooperation between the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN), village officials and the community, the process of determining land parcels becomes more focused and helps to minimize data errors and the potential for land disputes.

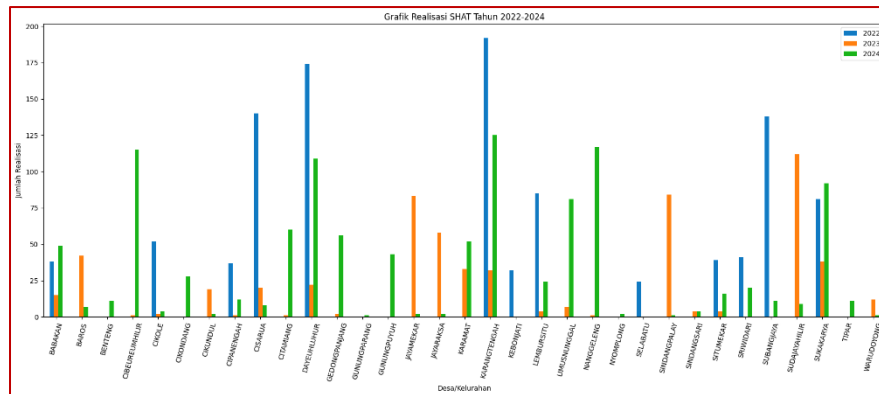


Figure 1. Targets and Achievements PTSL 2022-2024
Source: ATR/BPN Sukabumi City (2024)

Based on the implementation graph for the PTSL Program for 2022-2024, the program's implementation has shown fairly good results, although there are still some challenges on the ground. In 2022, the SHAT target was set at 1,513 land parcels, with 1,073 parcels successfully processed. Although the target was not fully met, the majority of land parcels have been successfully processed. Furthermore, in 2023, the program's implementation saw a significant improvement, with 597 plots successfully completed out of a target of 500. This achievement indicates that the program's implementation is proceeding more effectively than in the previous year, supported by improved coordination and increased community participation in the PTSL Program.

Overall, PTSL has run fairly smoothly and most of its objectives have been achieved. This is evident from the program's ongoing progress each year, although the 2022 target has not yet been fully met. Of the target of 1,513 plots of land, 1,073 plots were successfully processed. This situation indicates that there are still several obstacles in the implementation of the program, such as the completeness of community documentation, land boundary issues, and the data verification process, which takes a considerable amount of time. Nevertheless, the majority of the program's targets have still been realized.

The work targets for the implementation of the PTSL can generally be met by field officers, although the process requires more intensive work in the field. The high number of land parcels to be processed means that officers must work to their full capacity, particularly in land surveying, data verification, administrative record-keeping, and resolving various obstacles that arise during the program's implementation. Officials must also adapt their work to diverse field conditions, such as difficult terrain, unfavorable weather, incomplete community documentation, as well as issues regarding land boundaries and disputes between residents. These conditions mean that officials require more time, effort and coordination to ensure that the program's targets can still be met within the specified timeframe.

The achievement of the PTSL's targets is influenced by several interrelated factors, namely community participation, the completeness of documentation, the availability of human resources and

equipment, geographical conditions, and the existence of land disputes. Community participation is crucial because residents must attend information sessions, fulfil the requirements, and be involved in the land surveying process to ensure the program runs smoothly. Furthermore, incomplete land ownership documents can hinder the verification process and the issuance of certificates. The availability of surveyors and equipment also affects the speed of program implementation, particularly when the scope of work is substantial. Other factors, such as difficult-to-access terrain, unfavorable weather conditions, and the existence of land boundary disputes or conflicts between residents, also pose challenges to the program's implementation.

Informants consider the PTSL to be appropriate and in line with the community's needs, particularly for low-income households who face financial constraints in obtaining land certificates independently. Informants feel that this program is extremely helpful, as the cost of obtaining a certificate through the PTSL is considered more affordable than if they were to do so privately. Furthermore, the support and assistance provided by officials throughout the process makes it easier for the community to navigate the various stages of the land certification process. The informant considers the PTSL to be fundamentally sound, as it provides an opportunity for people who do not yet hold land certificates to obtain legal title to their land more easily and affordably. The informant recognizes that this program is important and beneficial, particularly for people who previously lacked legal certainty regarding their land. However, in practice, the informant has encountered difficulties due to a lack of understanding of the program's process, procedures and requirements from the outset.

Based on the research findings regarding the 'on-target' dimension, the researchers concluded that the implementation of the PTSL has generally been sufficiently on-target, as the program prioritizes communities who do not yet hold land certificates. The identification of locations and target plots of land was carried out in a planned manner through initial data collection, regional needs analysis, and by taking into account proposals from village authorities and on-the-ground land conditions. This indicates that the program's implementation was not carried out haphazardly, but rather tailored to the needs of communities in areas where there is still a significant amount of uncertified land. Furthermore, the involvement of village officials and the community in the data collection process also helped to improve the program's targeting accuracy, as land parcel data could be aligned with actual conditions on the ground.

Researchers also noted that the success of the PTSL in meeting its targets was influenced by several key factors, such as community participation, the completeness of documentation, the availability of human resources and equipment, geographical conditions, and the existence of land disputes. In practice, field officers must work exceptionally hard to meet the substantial targets amidst various technical and administrative challenges. Nevertheless, the program is considered to provide tangible benefits to the community, particularly low-income households who previously struggled to obtain land certificates independently due to financial constraints and a lack of understanding of administrative procedures.

d. Environmental Appropriateness

The environmental dimension examines how internal and external conditions influence the implementation of the PTSL Program and ensure that the program runs according to its objectives. This dimension includes coordination among implementing officers, task allocation, communication between departments, and cooperation with local stakeholders. Such coordination is important because PTSL consists of several interconnected stages, including site selection, public awareness campaigns, land data collection, surveying, data verification, and certificate issuance.

The community generally responded positively to the PTSL Program because it helped people obtain land certificates, provided legal certainty, reduced certification costs, and offered assistance throughout the process. This positive response was reflected in community participation in awareness-raising sessions, completion of administrative requirements, attendance during land surveying, and willingness to provide information on land ownership. However, public understanding of the program remained uneven. Some residents still did not clearly understand the required documents, application procedures, and stages of land measurement, which sometimes caused incomplete administrative files and delays in verification.

Community cooperation also supported field implementation. Residents were generally willing to indicate land locations, attend measurement activities, and assist officers in clarifying land ownership data. This indicates public awareness of the importance of land certificates and the benefits of PTSL in providing legal certainty. Nevertheless, several obstacles were still found, particularly differences of opinion among residents regarding land boundaries and ownership claims. Such problems could hinder the surveying and data verification processes.

Support from local government, village authorities, neighborhood representatives, and local councils also played an important role in the implementation of PTSL. Village authorities assisted in community data collection, initial document verification, preparation of land parcel data, dissemination of information, and provision of initial land ownership records and area maps. RT officials and sub-district officers also helped remind residents to participate and complete the required documents. This support made it easier for the community to access information and encouraged higher participation in the program.

However, several informants stated that the information provided by officers was still not sufficiently detailed. Although the program was considered helpful and affordable, some participants felt confused, especially in the early stages, because they were not familiar with land administration procedures. The large number of participants also limited the officers' ability to provide detailed explanations to each person. This shows that while public support for PTSL is generally strong, the level of understanding and satisfaction with information services varies among participants.

Based on these findings, the environmental dimension significantly affects the success of PTSL implementation. Internal coordination among implementers and external support from the community and local authorities have helped the program run effectively, particularly in outreach, data collection, document preparation, and land surveying. Nevertheless, the effectiveness of implementation is still constrained by uneven public understanding, incomplete administrative documents, limited information services, and disputes over land boundaries. Therefore, stronger coordination, clearer communication, and more intensive public awareness efforts are needed to improve the implementation of the PTSL Program.

e. Process Appropriateness

In practice, the implementation of the PTSL Program is influenced by several field conditions, including the completeness of community documents, the clarity of land boundaries, the level of public participation, and the capacity of officials to provide services and assistance. Several challenges remain, such as limited public understanding of program procedures, land boundary disputes, time constraints, and the limited number of officers responsible for completing certification targets across a wide area. Therefore, effective coordination among implementers is essential to ensure that each stage of the program can be carried out properly. The PTSL Program has generally received a positive response from both the public and program implementers because it is considered beneficial in helping people obtain land certificates and legal certainty over land ownership. Community participation can be seen

through attendance in awareness-raising sessions, completion of administrative requirements, and involvement in land data collection and surveying. Program implementers have also carried out their duties in accordance with established procedures and technical guidelines. Nevertheless, informants stated that further socialization is still needed because public understanding of the procedures and stages of the program remains uneven.

In principle, the implementation of the PTSL Program has followed the standard operating procedures and technical guidelines established by the government. The stages of implementation, including public awareness campaigns, data collection, land surveying, data verification, and certificate issuance, are carried out in a directed and orderly manner. The program is also supported by systematic planning and strategies, such as annual certification targets, determination of priority areas, task distribution, work schedules, and funding from the State Budget (APBN). This support enables activities related to surveying, administration, staff operations, and certificate issuance to be implemented more effectively. Coordination between field officers and the ATR/BPN office is carried out in a structured manner. Before conducting fieldwork, officers receive briefings regarding team assignments, work locations, targets, and schedules, so that each officer understands their responsibilities. When technical problems arise, such as unclear land boundaries, disputes between residents, or administrative obstacles, field officers consult with the office team to obtain guidance and solutions. This coordination is supported by regular communication, structured reporting, and the use of digital systems for inputting and monitoring land data.

Informants had varied perceptions regarding the ease of PTSL procedures. Some informants considered the procedures fairly easy to follow because officers had provided clear explanations from the beginning, allowing them to understand and complete each stage properly. However, other informants still experienced difficulties, especially in the early stages, because they were not familiar with land administration procedures. These informants required step-by-step assistance from officers, indicating that public understanding of the program depends on the clarity of information and the ability of participants to comprehend it. Overall, the PTSL Program provides significant benefits for the community, particularly for those who previously faced financial limitations and lacked knowledge of land administration. Through this program, people can obtain legal proof of land ownership, legal certainty, and a greater sense of security regarding their land status. Although some informants considered several stages quite complicated and requiring considerable effort, especially in fulfilling administrative requirements, they still viewed the program as highly beneficial. In addition, the cost of processing land certificates through PTSL was considered lower than independent certification, making the program more accessible to the public.

2. Discussions

Based on the research findings regarding the process dimension, the researcher interprets that the implementation of the PTSL has generally proceeded in accordance with the procedures and stages established by the government. This is evident from the systematic planning of the program, the setting of clear annual targets, the allocation of tasks to implementers, and the structured coordination between field officers and the ATR/BPN office. Prior to field implementation, officers first conduct briefings, allocate tasks, determine work locations, and communicate targets and implementation schedules, thereby ensuring the work process is more focused. In addition, the implementation of the PTSL Program is supported by funding from the State Budget, which facilitates the smooth running of surveying, administrative tasks and the issuance of land certificates. From the community's perspective, the program has generally been well received as it is seen to help people obtain land certificates through

a simpler process and at a more affordable cost than if they were to apply independently. The public has also demonstrated a good level of participation by attending information sessions, fulfilling the requirements, and supporting the data collection and land surveying processes in the field.

In general, the research findings indicate that the effectiveness of the PTSL falls into the 'fairly effective' category, though it is not yet fully optimal. This is evident from the year-on-year improvement in program outcomes, particularly in 2023 and 2024, which show a relatively high rate of land certification. However, on the other hand, various obstacles were still encountered in the implementation of the program, such as uneven achievements across regions, limited public understanding of PTSL procedures, administrative constraints, and differences in social conditions across each sub-district. These conditions indicate that the PTSL program has been running in line with government policy, but the effectiveness of its implementation still requires strengthening in several aspects so that the results achieved can be more optimal and evenly distributed.

In terms of policy appropriateness, the PTSL Program is considered to be well-suited to the land-related issues faced by the community. According to research findings, the primary reason for implementing this program is that many people still do not hold land certificates and therefore lack legal certainty regarding their land ownership. The government, through the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN), is implementing the PTSL as a solution to accelerate the process of mass and comprehensive land certification. This policy is also supported by clear regulations, such as Minister of ATR/BPN Regulation No. 6 of 2018 on PTSL. This indicates that the PTSL policy is appropriate as it addresses the public's need for legal certainty regarding land rights. However, adjustments are still required in its implementation on the ground, as each region faces distinct characteristics of land-related issues.

In relation to Nugroho's theory of policy effectiveness, the appropriateness of a policy can be assessed by the extent to which it addresses the problems faced by the community. In the context of this study, the PTSL Program has met the needs of the people of Sukabumi City, who still require legal proof of land ownership to secure legal certainty. Furthermore, the PTSL policy is also in line with Article 19 of Law No. 5 of 1960 on the Basic Provisions of Agrarian Law, which states that the government shall conduct land registration to guarantee legal certainty regarding the community's land rights. The findings of this study are also supported by previous research indicating that the PTSL Program is capable of reducing the potential for land disputes and improving the orderliness of land administration, as the community obtains legally valid proof of land ownership.

In terms of proper implementation, accordance with the procedures and technical guidelines established by the central government. The program's implementation has proceeded in a structured manner and involved cooperation between relevant parties. However, the research findings also indicate that the program's implementation still faces several obstacles, such as incomplete community documentation, a low level of public understanding of administrative requirements, and technical challenges on the ground, such as unclear land boundaries and discrepancies in ownership data. These conditions have resulted in some program targets not being fully achieved optimally in certain years.

In relation to Nugroho's theory of policy effectiveness, proper implementation relates to the ability of policy implementers to carry out programs in accordance with established procedures. However, the effectiveness of implementation is still influenced by administrative and technical factors in the field. The findings of this study are also consistent with previous research, which states that the main obstacles to the implementation of the PTSL program usually stem from incomplete community documentation, a low level of understanding of land administration, and issues regarding land boundaries, which cause the measurement and verification processes to take longer. In terms of

targeting the right areas, there has been a fairly good level of achievement in increasing the number of certified plots of land. This indicates that, in general, the program has been able to achieve its main objective of accelerating the certification of community land. However, the research findings also show that this achievement has not been evenly distributed across the whole of Sukabumi City. There are still several sub-districts where implementation is low or non-existent. This indicates that, while the program targets have indeed been largely met, equity in distribution remains suboptimal.

According to Nugroho's theory of policy effectiveness, the accuracy of a policy is measured not only by the achievement of program targets, but also by the precision of the targeting and the equitable distribution of program benefits to the community. The findings of this study are also supported by previous research, which indicates that the success of the PTSL Program is significantly influenced by the level of community participation, the socio-economic conditions of the community, and the quality of public awareness campaigns conducted by the government in each region. In terms of the implementation environment, based on the research findings, the community has generally responded quite positively to the program's implementation, as the PTSL is considered highly beneficial in obtaining land certificates at a more affordable cost.

This indicates that the program's implementation environment is sufficiently supportive of the PTSL's success. However, there are still several environmental constraints affecting the program's effectiveness, such as the community's limited understanding of the importance of land certificates, a lack of awareness regarding the need to fulfil administrative requirements, and the perception that the land registration process is costly and complicated. In line with Nugroho's theory of policy effectiveness, the policy environment has a significant influence on the success of program implementation. Community leaders have been instrumental in the successful implementation of the PTSL Program in Sukabumi City. However, the public's limited understanding of land administration suggests that the effectiveness of the policy environment has not yet been fully optimized.

Regarding procedural fairness, the public is also given the opportunity to view and verify the measurement results through a data announcement stage prior to the issuance of certificates. This demonstrates that the program's implementation process has prioritized the principles of transparency and public participation. However, the research findings indicate that the program's implementation process still faces several challenges, such as delays in document collection, a lack of public understanding of the procedures, and the length of time taken to complete administrative processes in certain cases. Furthermore, there are also challenges in the land measurement process due to unclear land boundaries or disputes between parties.

When linked to Riant Nugroho's theory of policy effectiveness, process refers to how the stages of policy implementation are carried out effectively, transparently and in accordance with procedures. However, the effectiveness of the process is still affected by various administrative and technical constraints on the ground. The findings of this study are also supported by previous research which states that the PTSL implementation process often faces obstacles in the form of administrative delays, land boundary disputes, and a low level of public understanding of the program's procedures, thereby affecting the speed of land certification completion.

Conclusion

This study concludes that the implementation of the Complete Systematic Land Registration Program (PTSL) at the ATR/BPN Land Office in Sukabumi City is generally appropriate, relevant, and beneficial in addressing land certification problems faced by the community. The program has contributed to reducing legal uncertainty over land ownership and has been implemented through

structured procedures, including public awareness campaigns, data collection, land surveying, verification, public notification, and certificate issuance. The involvement of local government, village officials, RT/RW representatives, and community members also shows that the program is supported by collaborative implementation. However, several obstacles remain, including limited human resources, lengthy administrative processes, delays in document submission, discrepancies in land ownership data, uneven implementation across regions, and varying levels of public understanding regarding PTSL procedures. These findings indicate that although the PTSL program has shown positive progress, particularly in expanding legal certainty for landowners, its implementation still requires improvement to ensure more equitable, efficient, and consistent service delivery.

Future research is recommended to examine the effectiveness of the PTSL program using different theoretical approaches and more specific indicators, particularly those related to public participation, digital service quality, and the social and economic impacts of land certification. For practitioners, especially ATR/BPN officers and local implementing actors, it is necessary to strengthen public outreach, improve coordination with local stakeholders, simplify administrative procedures, and provide more intensive assistance to communities in completing required documents. At the policy level, the government needs to ensure more equitable program implementation across all regions, strengthen human resource capacity, improve service efficiency, and develop clearer mechanisms to address administrative and technical obstacles. These efforts are important to ensure that the PTSL program not only achieves certification targets but also provides accessible, transparent, and sustainable land services for the community.

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