

Optimization of Community Participation in the Complete Systematic Land Registration Program (Ptsl) in Paren Village, Mayong District, Jepara Regency

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Abstract. Complete Systematic Land Registration, hereinafter abbreviated as PTSL, is a Land Registration activity for the first time which is carried out simultaneously for all Land Registration objects throughout the territory of the Republic of Indonesia in one village/sub-district area or other name of the same level, which includes the collection and determination of the truth of physical data and legal data regarding one or several Land Registration objects for the purposes of registration. The approach method in this study is qualitative. This type of research includes empirical legal research. The types of data in this study are primary data and secondary data obtained through interviews and literature studies. The analysis in this study is descriptive. The results of the study concluded 1) The participation of the Paren Village community in the PTSL program is still relatively poor. This is evidenced by the target certificate data of 800 but community participation is only 539 2) The main problems faced in Paren Village are the lack of community participation in participating in the PTSL program, land that has not been divided or has not been divided, so that the community cannot participate in the certification process, lack of community understanding of the benefits and objectives of PTSL, costs that are considered burdensome, lack of effective socialization from the village government and BPN to provide an understanding to the community about the importance of PTSL.

Keywords: Community; Participation; Problems; Registration; Village.

1. Introduction

Living things in carrying out their lives are always related to the land, especially humans. Humans get many benefits from the land itself, starting from living in it to getting food to be consumed, all of these activities cannot be separated from the land. How important the meaning of land is for human life can be seen from

its philosophical basis, that humans were created by God Almighty from the land.¹Land is a characteristic asset that is generally utilized by people in everyday life, land is also a place for humans to live in addition to being a source of life for farming. People build their houses on land, which they then utilize for various reasons, including gardens, rice fields, and housing for shops.²

The increasing need for land or land makes the land seem increasingly narrow. As a result, do not be surprised if the selling price of land increases. The gap between land availability and land needs has caused various problems. In the development process, land must have legal certainty to regulate it so that it does not cause unwanted problems.

Land registration is very important in providing legal certainty for land owners. To organize land that suits the needs of the Indonesian people, legal activities are needed concerning the registered land plots, and to obtain land title certificates. The certificate will be the final result after land registration is complete. However, in its realization, there are certainly disturbances both in the implementation of administration or based on public awareness, especially the general public who do not yet know the importance of obtaining land title certificates.³

Regulation of the Minister of ATR/ Head of BPN No. 6 of 2018 concerning PTSL which aims to realize the provision of legal certainty and legal protection of people's land rights in a certain, simple, fast, smooth, safe, fair, equitable and open and accountable manner, so as to improve the welfare and prosperity of the community and the country's economy and reduce and prevent land disputes and conflicts.⁴In the District Court, the legalization of the disputed land was wrong. The certificate is an actual document with the best evidentiary power for the owner.⁵

Although the PTSL program has been running for several years, there are still various obstacles in its implementation. Although PTSL does not charge a fee for issuing certificates, there are still many people who have not participated in this program. This shows a gap between the program's objectives and its realization in the field.

¹And among the signs (of His greatness) is that He created you from dust, then suddenly you (became) human beings who reproduced." (AL-Quran Surah Ar-Rum 30 verses (20)

²Siti Nuraisyah, 2015, *Efforts of the National Land Agency and Village Apparatus in Increasing Public Legal Awareness in Making Land Certificates*, Indonesian University of Education, Bandung City, p. 1.

³Noval Kasim, Karsadi, and Syahbuddin, 2019, "Community Legal Awareness in Obtaining Land Rights Certificates in Tonago Timur Village, Tomia Timur District, Wakatobi Regency", *Jurnal Hukum*, Vol.12, No.2, p.671.

⁴Regulation of the Minister of ATR/ Head of BPN No. 6 of 2018

⁵Sherly Tjiatawi, 2021, "Legal. Protection. Against. Ownership. Of. Land. That. Is. Not. Certified. According. No. 5. Year. 1960.", *Jurnal. Hukum*, Vol 5, p.23.

The number of DKHP plots (list of land and building tax payment provisions) in Paren Village is 1436 with an area of 1,192 km² and the number of plots registered for Land Ownership Rights is 778 while the plots that have not been certified are 558 with information on 239 Land Ownership Rights from routine registration and 431 Land Ownership Rights from Complete Systematic Land Registration (PTSL 2023).⁶

Although the level of land certification in Paren Village, Jepara Regency is quite high, there are still 558 plots of land that have not been certified. This is because there is still a lack of community participation in participating in PTSL and also low public awareness of the importance of ownership of land legality documents as a factor causing land disputes to occur and there is still a lack of village officials and National Land Agency officials to socialize the importance of certifying their land. It is proven that the existence of PTSL helps increase land certification, but it still needs to be improved because the number of uncertified lands is still quite high. The lack of community participation in PTSL in Paren Village is caused by several factors. Public awareness of the importance of land certificates is still low, coupled with a lack of understanding of PTSL procedures. This condition is exacerbated by the large number of lands that have not been divided into inheritances, thus hampering the certification process.

Optimizing the PTSL program requires a comprehensive approach, including intensive socialization and community assistance. However, in reality, coordination between the village government, BPN, and the community has not been optimal, thus affecting the success rate of the program.⁷Based on these problems, it is important to identify and analyze the factors that influence community participation in the PTSL program, as well as find solutions to optimize the implementation of the program. This is because legal certainty over land ownership is fundamental in preventing land disputes in the future.

This study aims to analyze the level of community participation in Paren Village in the Complete Systematic Land Registration program and identify problems and solutions.

2. Research methods

The empirical legal methodology research method, meaning that the existence of law cannot be separated from the social conditions of society and human

⁶Interview results from Mr. Marjono, Head of Paren Village on May 27, 2024

⁷Novitasari, D., Al-Ayoubi, SJ, & Nazzia, S. (202), *Optimization of the Complete Systematic Land Registration Program PTSL Through the Community Extension Program in Sisir Village, Batu City, East Java* Journal of Acceleration of Independent Learning in Community Orientation Service (AMPOEN): *Journal of Community Service*, Vol 2 (1b)

behavior related to the legal institution.⁸, the research specifications use analytical descriptive research, namely research that provides a description, writes and reports an object of an event and will also draw general conclusions from the problems discussed, the data collection method comes from primary data and secondary data and the data analysis method used is qualitative.

3. Results and Discussion

3.1. Level of Community Participation in Paren Village Regarding Complete Systematic Land Registration.

Village Paren is one of the villages located in Mayong District, Jepara Regency, Central Java Province, which is participating in the PTSL program. Paren Village has an area of 1,192 km², with a female population of 1,198 and a male population of 1,178. Most of the people in Paren Village work as employees of private companies, for the level of education in Paren Village, most are only high school graduates. The number of land plots in Paren Village is 1,436 with details of 778 ownership rights (participating in routine registration as many as 239 plots, participating in PTSL 2023 as many as 471, participating in PTSL 2024 as many as 68), Patent Rights in the form of roads and village land totaling 89, 11 endowments, and 558 uncertified land.⁹

For community participation in Paren Village, Mayong District to participate in the PTSL program is still not good, this is evidenced by the PTSL target in Paren Village of 800 certificates, but the community participating in PTSL based on 2023 data is only 471, and in 2024 only 68 participated in PTSL, the total participating in PTSL is only 539 fields from the data it can be seen that the level of community participation in participating in PTSL is still below the target, and there are still 558 lands that have not been certified.¹⁰

Based on the data above, it can be seen that there are still many lands that have not been certified, and the PTSL level in Paren village has not met the target. This is due to the lack of understanding from the community that land registration is very important so that their land gets legal protection and also many people do not understand the procedures for Complete Systematic Land Registration, the community is also actually less familiar with PTSL, the community understands better if village officials call PTSL mass certification.¹¹

In terms of community participation, there are also factors that influence community participation:

⁸Mukti Fajar, ND, & Achmad, Y, 2010, *Dualism of legal research: normative & empirical*. Pustaka mahasiswa, Yogyakarta, p. 44.

⁹Interview results from Mr. Marjono, Head of Paren Village on January 6, 2025

¹⁰Interview results from Mr. Afif Juliyanto, Village Official and PTSL Committee on January 6, 2025

¹¹Interview results from Mr. Marjono, Head of Paren Village on September 16, 2024

Internal Factors

1) Level of education

- a. The higher the education, the better the understanding of the importance of land certification.
- b. Education influences the ability to understand administrative procedures

2) Income Level

- a. Communities with higher incomes tend to be more participatory
- b. Economic capability influences readiness to participate in the program

3) Legal Awareness

- a. Understanding the importance of the legal aspects of land ownership
- b. Awareness of potential future conflict.¹²

External factors:

1) Program Socialization

- a. Intensity and quality of socialization
- b. Accuracy of information delivery method
- c. Clarity of procedures and requirements

2) Role of Village Apparatus

- a. Administrative support
- b. Community assistance
- c. Coordination with PTSL officers

3) Program Accessibility

- a. Ease of procedure
- b. Distance of service location
- c. Availability of transportation.¹³

¹²Widodo, S., & Qurani, H. 2021. Analysis of Factors Influencing Community Participation in the PTSL Program. *Journal of Land Administration*, Vol 15(2), p. 45-62.

¹³Pranoto, B., et al. 2020. Evaluation of the Implementation of the PTSL Program in Indonesia. *Journal of Land Policy*, Vol 8(1), p. 12-28

Community participation in Paren Village in the implementation of the Complete Systematic Land Registration Program (PTSL) is still relatively poor and still moderate in terms of interest, and this is one of the major challenges faced in the implementation of this program. Based on available information, although PTSL aims to provide legal certainty and legal protection for land owners, many residents do not fully understand the importance of this program and the benefits they can obtain, especially in the long term

This level of participation is said to be less than good because it is measured by the number of participants, if 800 people participate or according to the target it is said to be good, it is said to be less than good if 400-600 fields participate, it is said to be not good if 200-300 fields participate in PTSL.

Lack of community participation in PTSL The level of community education in Paren Village is relatively low based on data showing that of the population aged 18-56 years, 276 people did not graduate from elementary school, 117 people graduated from elementary school, 117 people graduated from junior high school, 440 people graduated from high school, and only 27 people completed higher education. This low level of education has a significant impact on community participation in the PTSL program, also because the low level of education causes the community to have difficulty in understanding the procedures and requirements of PTSL as a whole. They do not understand the importance of land certification and have difficulty in taking care of the necessary administrative documents. This also has an impact on the low legal awareness of the community, where they are less aware of the importance of legal proof of land ownership and the long-term benefits of land certificates.

In terms of program participation, low levels of education lead to low attendance in socialization because people find it difficult to understand the material presented. They also have difficulty following established procedures, so they are very dependent on the assistance of village officials to manage various needs related to PTSL.

Chamblis and Seidman's theory on the working of law in society is influenced by various factors. These factors include society itself. Society as a role holder is expected to be able to act in accordance with existing regulations, which have given it instructions. While the institution that makes rules and applies sanctions acts more as a controller and at the same time responds to these functions and rules.

Based on the understanding of how law works in society, seen from the theory of Chamblis and Seidman, it can be seen that community participation is the role holder of society is the target of a rule or law that is connected with the hope of protection for society. The existing law is applied to society and society acts as a

role holder, namely becoming a government that is able to realize protection for society by acting as a responsible government.

In Chambliss' theory, law plays an important role in creating social order, but it can also benefit certain groups. In this case

PTSL, law can be seen as a means to regulate land ownership rights and provide legal certainty to the community. However, in its implementation, active community participation in PTSL can be an important factor in avoiding misappropriation or domination of certain groups in the land registration process.

Complete systematic land registration is expected to not only provide benefits to registered landowners but also provide opportunities for communities who may not have previously had access to the existing legal system. In this case, community participation can help open access to justice for those who may have been marginalized. This is in line with Chambliss's view that the law must be used to provide justice and reduce social inequality.

Through more active participation in PTSL, communities are empowered to better understand their land rights and how the legal process works. This is in line with the concept of empowerment in Chambliss' theory, which states that lower-class communities need to be given the opportunity to participate in legal decision-making that affects them.

3.2. Problems of Complete Systematic Land Registration PTSL in Paren Village and its Solutions.

BPN (National Land Agency) is a Ministry that is directly responsible to the highest leader of the State, namely the President. BPN is responsible for land issues in accordance with applicable provisions. One of the main tasks and functions of BPN is to formulate and implement policies for determining land rights and governance. Such as the national strategic program called PTSL. This program is a replacement for the National Agrarian Operations Project program, hereinafter referred to as PRONA or PTSL.¹⁴

a. Problems of the Complete Systematic Land Registration Process PTSL in Paren Village, namely:

In the early stages of socialization, the initial problem that occurred was that the community participating in the socialization was still very lacking, and during the socialization, the Paren Village community had difficulty in understanding the

¹⁴Suyikati, 2019, Implementation of Complete Systematic Land Registration (PTSL) Based on the Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency Number 6 of 2018 at the BPN of Yogyakarta City, *Jurnal Widya Pranata Hukum*, Volume 1, Number 2, Faculty of Law, Widya Mataram University, p. 6

PTSL procedures and requirements as a whole. Many residents did not have sufficient understanding of the documents that needed to be prepared, so that the process of collecting files was hampered. This condition was exacerbated by the diverse levels of education of the community, causing uneven absorption of information.¹⁵

Administrative problems become a serious obstacle when many residents do not have complete land ownership documents. Some land is an inheritance that has not been officially divided, while others only have proof of ownership in the form of a private sale and purchase agreement. The process of completing and verifying these documents takes quite a long time.¹⁶

In the process of measuring land plots, surveyors face challenges in the form of the geographical conditions of Paren Village which have varying contours. Some locations are difficult to reach and require extra time and effort to carry out measurements. Added to this is the problem of unclear land boundaries between one plot and another, because many boundary markers have been lost or moved.¹⁷

Coordination between PTSL officers and village officials and the community also experienced obstacles. The busyness of residents with work activities made it difficult to arrange time for the joint land inspection process. Some landowners were even outside the area, so the verification and validation process of the measurement results were delayed.¹⁸

Social problems also arise when there are land boundary disputes between residents. Several cases show disagreements regarding the actual land boundaries, which require mediation and a longer resolution time. This has an impact on delaying the certification process not only for the disputed land area, but also for the surrounding land area.

From a technical perspective, the limited number of surveyors on duty in Paren Village is not comparable to the number of plots of land that must be measured. This condition causes the measurement process to take longer than planned. Limited measurement equipment is also an obstacle in accelerating the measurement process.

The filing and data verification process is hampered by the large volume of files that must be managed with limited human resources. Administrative officers

¹⁵Interview results from Mr. Marjono, Head of Paren Village on September 16, 2024

¹⁶Interview results from Mr. Marjono, Head of Paren Village on September 16, 2024

¹⁷Interview results from Mr. Afif Juliyanto, Village Apparatus and PTSL Committee on January 6, 2025

¹⁸Interview results from Mr. Marjono, Head of Paren Village on September 16, 2024

must re-verify multiple times to ensure data accuracy, which extends the overall processing time.

Funding issues are also an obstacle, especially for operational costs in the field which sometimes exceed the allocated budget. Although the PTSL program is subsidized by the government, there are several cost components that must be borne by the community, which sometimes become a burden, especially for the underprivileged.¹⁹

During the announcement of measurement results and rights bookkeeping, several residents filed objections to the measurement results that required re-verification. The process of resolving these objections took additional time and affected the overall certificate issuance schedule.²⁰

The certificate handover process also faced obstacles when some landowners were unable to attend at the appointed time to collect the certificates. There were also cases where the certificates could not be handed over due to incomplete administrative requirements or unresolved payment issues.²¹

b. Problems After Complete Systematic Land Registration

In the early stages of administration, problems start from the process of collecting and receiving files. People often have difficulty in preparing complete land ownership documents according to the requirements. Many files submitted do not meet the standards or even important documents are missing. This condition causes administrative officers to have to carry out repeated verification and ask applicants to complete their files, which of course takes additional time.²²

The data collection stage of land subjects and objects also faces serious obstacles. Officers often find discrepancies between physical data in the field and the submitted documents. For example, the difference in land size listed in the document with the actual measurement results, or unclear land boundaries caused by the absence of clear markers or boundary markers. This triggers potential disputes with adjacent landowners.²³

¹⁹Interview results from Mr. Afif Juliyanto, Village Apparatus and PTSL Committee on January 6, 2025

²⁰Interview results from Mr. Afif Juliyanto, Village Apparatus and PTSL Committee on January 6, 2025

²¹Interview results from Mr. Marjono, Head of Paren Village on September 16, 2024

²²Interview results from Mr. Afif Juliyanto, Paren Village Apparatus and PTSL Committee on January 6, 2025

²³Interview results from Mr. Afif Juliyanto, Paren Village Apparatus and PTSL Committee on January 6, 2025

In the process of measuring and mapping land areas, the limited number of licensed surveyors is a major obstacle. The existing officers must handle a very large volume of work with limited time. Diverse geographical conditions and unpredictable weather also affect the speed and accuracy of measurements. Added to this are technical problems such as limited or damaged equipment.²⁴

The land inspection stage experiences obstacles in terms of coordination between the land inspection committee and the landowner and the adjacent landowner. It is often difficult to arrange the right time to conduct a joint inspection, especially when the adjacent landowner is not on site or is reluctant to attend the inspection process. This slows down the verification and validation process of the measurement results.

In the process of announcing physical and legal data, problems arise when there are parties who file objections to the measurement results or claims of ownership. Resolving these objections requires time and special procedures that can delay the process of issuing certificates not only for the problematic land plot, but also other related land plots.

The rights bookkeeping and certificate issuance stages also face administrative obstacles. The process of entering data into the digital system is sometimes hampered by technical problems such as network disruptions or system downtime. In addition, the large volume of data and the need for multiple verifications to ensure data accuracy extend the process time.²⁵

In the final stage, namely the handover of certificates, problems arose regarding the coordination of the handover time with the landowner. Some landowners were difficult to contact or could not attend at the appointed time to collect the certificate. There were also cases where the certificate could not be handed over due to unresolved administrative issues, such as outstanding BPHTB payments or additional requirements requested.²⁶

Solutions to PTSL Problems in Paren Village, Mayong District

Based on the PTSL problems in Paren Village, there are several suggestions that can be implemented to overcome existing problems.

First, to increase community participation and understanding, the Village Government and BPN need to conduct more intensive socialization through various communication media. This socialization must be accompanied by the formation of a special team that can provide direct assistance to the community during the PTSL process. It is also important to provide a detailed explanation of

²⁴Interview results from Mr. Marjono, Village Head and PTSL Committee on January 6, 2025

²⁵Interview results from Mr. Afif Juliyanto, Paren Village Apparatus and PTSL Committee on January 6, 2025

²⁶Interview results from Mr. Marjono, Village Head and PTSL Committee on January 6, 2025

the cost details so that there are no misunderstandings that can hinder community participation.

To overcome the problem of land that has not been divided into inheritances, the village government can provide free consultation services and assistance in the inheritance division process. This will help speed up the land division process so that the community can immediately participate in the PTSL program. The outreach program can also be implemented to facilitate people who have limited time due to being busy with work.

From the community side, there needs to be awareness to actively participate in socialization activities and immediately complete the division of inheritance for land that has not been divided. The community is also expected to form groups that help each other in the PTSL process and proactively seek information about the procedures and benefits of this program.

Local governments can provide support through subsidies or cost relief for the underprivileged and allocate a special budget to support the PTSL program. Simplification of administrative procedures and the creation of policies that support the acceleration of PTSL completion also need to be done. Providing incentives for villages that succeed in achieving targets can be an additional motivation.

For the PTSL implementation team, improving coordination between task forces is very important to ensure the smooth running of the program. Creating a more flexible schedule and providing technical assistance during the measurement process will help speed up the certification process. Transparency in each stage and an effective monitoring system also need to be improved.

In terms of the system, the development of an easily accessible PTSL information system and the creation of an integrated land database will help the efficiency of the program. The use of technology to speed up the measurement process and a transparent reporting system also needs to be implemented.

To handle potential conflicts, it is necessary to form a special mediation team and provide legal assistance for complex cases. Involving community leaders in problem solving can help achieve solutions that are more acceptable to all parties.

Finally, for the sustainability of the program, a long-term roadmap and periodic evaluation for program improvement are needed. Competent human resource development and integration of PTSL with other village development programs will ensure the success of the program in the long term.

By implementing these suggestions comprehensively and continuously, it is hoped that the PTSL problems in Paren Village can be resolved and the program can run more effectively to provide maximum benefits to the community.

In theory, the purpose of this law is to provide Legal Certainty (*Rechtssicherheit*), namely PTSL provides legal certainty for the people of Paren Village through the issuance of valid land certificates, but problems such as land that has not been divided into inheritances hinder the achievement of this legal certainty, the lack of community participation and understanding of PTSL means that much land has not been registered, so it does not have legal certainty.

Justice (*Gerechtigkeit*), namely PTSL realizes justice by providing easier and cheaper access for the community to obtain land certificates, the lower cost of PTSL than regular registration reflects the aspect of justice, but there are still people who consider the costs burdensome, indicating that justice has not been fully achieved.

Benefit (*Zweckmassigkeit*), namely PTSL provides benefits in the form of legal protection for land ownership, other benefits including prevention of land disputes in the future, this program is also useful for more orderly land administration.

4. Conclusion

Based on the research results, the implementation of the Complete Systematic Land Registration (PTSL) program in Paren Village, Mayong District, Jepara Regency still faces various challenges such as the lack of community participation which only reached 539 out of the target of 800 certificates, the problem of inherited land that has not been divided, the lack of community understanding of the benefits of PTSL, costs that are considered burdensome, and the lack of effective socialization from the village government and BPN. To overcome these problems, several strategic steps are needed, such as increasing socialization and more intensive counseling regarding the benefits of PTSL, simplifying the registration process to make it easier for the community to understand, encouraging the settlement of inheritance distribution, providing incentives or cost reductions to ease the burden on low-income communities, and empowering the community through the formation of working groups that can assist the registration process, so that the PTSL program can run more effectively and have a positive impact on social and economic development in the region.

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