



Implementation of the Complete Systematic Land Registration Program in Pugeran Village, Gondang District, Mojokerto Regency

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ABSTRACT

This study aims to analyze the implementation of the Complete Systematic Land Registration (PTSL) policy in Pugeran Village, Gondang District, Mojokerto Regency, and identify technical and administrative obstacles that emerged during the program's implementation in the 2025 fiscal year. This study uses a qualitative descriptive method. Data collection was conducted through in-depth interviews with the BPN Legal and Physical Task Force, the Village Adjudication Committee, and applicants, participant observation at the measurement location, and documentation of legal files. Data analysis uses the Miles and Huberman interactive model, namely data reduction, presentation, and verification. The findings indicate that the implementation of PTSL in Pugeran Village applies a synthetic approach (top-down and bottom-up). Structurally, the regulation of the Minister of ATR/BPN Regulation No. 6 of 2018 has been implemented in harmony from the central government to the villages. The level of community participation is high, as evidenced by the achievement of the quota target of 248 land plots, which includes community land and Village Treasury Land (TKD). However, significant obstacles were encountered, including land boundary disputes between residents and bureaucratic hurdles, including delays in certificate issuance (May-November 2025) due to BPN employee rotations and outdated base maps. The PTSL program in Pugeran Village successfully improved land administration and resolved latent disputes through mediation.

INTRODUCTION

Land plays a fundamental role in the social and economic structure of Indonesia's agrarian society. As an immovable asset with high economic value, land demands clear regulations to prevent conflict and ensure justice. The state, through the mandate of Article 33 paragraph (3) of the 1945 Constitution, is given the authority to control land, water, and natural resources for the prosperity of the people. The implementation of this constitutional mandate is translated into Law Number 5 of 1960 concerning Basic Agrarian Regulations (UUPA), which requires land registration throughout the territory of the Republic of Indonesia to ensure legal certainty (Harsono, 2018).

Field observations demonstrate a disparity between ideal regulations and the reality of implementation. For decades, the sporadic land registration process, or the independent initiative of communities, has proven slow and expensive, making it difficult for low-income communities to obtain legal assets. Data from the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN) shows a high percentage of unregistered land in Indonesia, leading to rampant land disputes and land mafias. This urges the government to shift the paradigm of land registration from passive (sporadic) to active (systematic) (Hutagalung, 2019).

Responding to these issues, the government launched the Complete Systematic Land Registration Program (PTSL) through the Regulation of the Minister of ATR/BPN Number 12 of 2017 which was later refined by the Regulation of the Minister of ATR/BPN Number 6 of 2018. Different from previous programs such as the National Agrarian Operations Project (PRONA), PTSL targets the registration of all land plots in one village/sub-district area completely, without exception, whether certified or not, in order to create a complete village map (Muntaha, 2019). This program is expected to be a solution to accelerate land certification massively and structured.

Previous research analysis reveals diverse perspectives on the effectiveness of PTSL. Research by Nugraha (2020) highlights the success of PTSL in minimizing boundary disputes in urban areas through modern mapping technology. Conversely, a study by Sari and Astuti (2021) found that the main obstacle to PTSL in rural areas often stems from the community's lack of legal data, such as the lack of coherent legal evidence. However, most of this research was conducted during the initial phase of the PTSL program (2017-2020), when the quota target was still very large.

There is an interesting research gap to examine in the context of 2025, when significant national policy adjustments occurred. In 2025, the PTSL target underwent a significant reduction, from the initial plan of 120 million plots to a more realistic and stringent target. This change in national targets will undoubtedly impact implementation strategies at the regional level, particularly in the selection of priority land plots for registration. This dynamic has not been widely captured in recent academic literature.

Mojokerto Regency, as one of the buffer zones in East Java, has unique land complexities, encompassing the transition of land use from agriculture to residential use. Pugeran Village in Gondang District is a relevant locus to

represent this dynamic. Based on preliminary data, Pugeran Village has 1,432 plots of land, 251 of which are uncertified, including waqf land and Village Treasury Land (TKD).

The specific problems in Pugeran Village are not only related to administration but also to latent social conflict. There is overlapping land boundary claims and a lack of community understanding regarding their land status. Some residents are unaware that their land has been certified as inherited. Furthermore, high community enthusiasm often clashes with the human resource capacity of the implementers in the field, creating bureaucratic backlogs that burden the village government.

The urgency of this research lies in the need for an in-depth evaluation of the resilience of PTSL implementation amidst budget efficiency and targets by 2025. This research is crucial for analyzing how the synthetic approach (a combination of top-down from the National Land Agency (BPN) and bottom-up from village participation) works in resolving factual disputes in the field, such as cases of differences in land area during land measurement. Furthermore, this research also highlights aspects of public service. The success of PTSL is not only measured by the issuance of certificates, but also by the quality of service – speed, cost transparency, and clarity of procedures. The issue of certificate ngendon (delayed certificate distribution) or delays in certificate distribution due to BPN employee rotation is a bureaucratic phenomenon that needs to be criticized to prevent harm to public trust.

Based on this background, this study seeks to address the challenges of PTSL implementation by presenting empirical data from Pugeran Village. It is hoped that the results of this study can provide strategic recommendations for the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN) in improving the PTSL mechanism, particularly in legal data management and human resource management. Specifically, this study aims to analyze the PTSL implementation mechanism in Pugeran Village, from outreach to certificate delivery, and to outline the dominant inhibiting factors. The results of this analysis are presented to complement the literature on public administration and agrarian law in Indonesia.

LITERATURE REVIEW

Public Policy Implementation

Policy implementation is a crucial stage in the public policy cycle, linking policy formulation with desired outcomes. According to Cerna (2013), implementation is not merely a technical exercise, but rather a complex process involving negotiations between objectives set at the central level and realities on the ground. Failure at this stage often results in well-designed policies failing to achieve their intended goals (implementation gap). Therefore, understanding the dynamics of implementation is key to evaluating the effectiveness of government programs such as PTSL.

In implementation studies, there is a classic debate between top-down approaches, which emphasize hierarchical compliance, and bottom-up approaches, which emphasize the role of street-level bureaucrats. This study uses

a synthetic approach that attempts to bridge these two perspectives. The synthetic approach believes that policy success requires clear central direction while still allowing discretion for local implementers to adapt to specific regional conditions.

Specifically, the analysis in this study is based on the latest model developed by Buzogány & Pülzl (2024). This model identifies four main determinant variables: (1) Policy direction and structure, which ensure regulatory clarity; (2) Target group behavior, which reflects societal response; (3) Implementer skills, which relate to the technical and managerial competencies of the bureaucracy; and (4) Environmental support, which includes social, political, and economic factors surrounding the policy. These four variables work simultaneously in determining implementation performance.

Complete Systematic Land Registration (PTSL)

According to the Minister of ATR/BPN Regulation No. 6 of 2018, PTSL is a land registration activity carried out simultaneously for all land registration objects throughout the Republic of Indonesia within a single village/sub-district. The goal is to provide legal certainty and legal protection for land rights (Silviana, 2021). The principles of PTSL include simplicity, safety, affordability, modernity, and transparency (Arba, 2019).

METHODOLOGY

This study employed a descriptive qualitative approach to obtain an in-depth overview of the PTSL implementation phenomenon. The research locations were Pugeran Village, Gondang District, Mojokerto Regency, and the Mojokerto Regency National Land Agency (BPN) Office. The locations were selected based on the characteristics of Pugeran Village, which has a variety of land issues (community land, waqf, and TKD) and high community participation in the 2025 program.

The data sources consisted of primary data obtained through interviews with key informants, namely the Village Head, the Head of the Adjudication Committee, the BPN Legal/Physical Task Force, and the applicant, as well as direct observation of the measurement process. Secondary data were obtained from regulatory documents, village block maps, and committee minutes. Data analysis techniques refer to the Miles and Huberman (2014) model, which includes data reduction, data presentation, and conclusion drawing. Data validity was tested using source triangulation and technical triangulation to ensure the accuracy of the findings.

RESEARCH RESULTS AND DISCUSSION

Implementation of the Complete Systematic Land Registration (PTSL) program in Pugeran Village

In analyzing the implementation of the Complete Systematic Land Registration (PTSL) program in Pugeran Village, this study uses a synthesis theory perspective as proposed by Buzogány & Pülzl (2024). This approach is relevant because it views policy implementation as a dynamic interaction

between top-down policy design and the bottom-up realities of local actors. This analysis focuses on four main determinant variables: policy direction and structure, target group behavior, implementer skills, and environmental support, which are described in depth below.

Policy Direction and Structure

The first variable in the implementation analysis is the clarity of policy direction and structure. In Pugeran Village, PTSL implementation is strictly guided by the Regulation of the Minister of Agrarian Affairs and Spatial Planning/National Land Agency No. 6 of 2018. This regulation serves as a normative basis that ensures the alignment of procedures from the central level to the village level. Based on field findings, the policy structure was translated through the formation of a village-level PTSL Adjudication Committee initiated by the Mojokerto Regency National Land Agency (BPN). On May 5, 2025, the BPN team led by Mr. Slamet (Physical Task Force) and Mr. Hafidz (Jurisdictional Task Force) coordinated with the Head of Pugeran Village, Mr. Mukhammad Arif, SH, to immediately form a local implementation team with a deadline of only three days.

The responsiveness of the village-level bureaucratic structure was crucial in this initial phase. The Pugeran Village Head successfully formed an adjudication team consisting of 10 local residents within the allotted time. This structure allowed for a clear division of tasks, with each team member responsible for advocacy and information dissemination in each hamlet. This demonstrated the effectiveness of the command hierarchy from the National Land Agency (BPN) to the village government, creating a solid chain of coordination, a prerequisite for successful program implementation.

The financing aspect is one of the most sensitive elements of the policy structure. The PTSL policy in Pugeran Village refers to a Joint Decree (SKB) from three ministers, which sets the pre-certification fee at IDR 150,000. These funds are allocated transparently for the procurement of boundary markers, stamps, document photocopies, and village committee operations. This clear cost structure is crucial to prevent illegal levies and provide financial certainty for applicants. In a socialization session attended by approximately 300 residents, the committee explained that costs beyond IDR 150,000, such as measurement fees and certificate issuance, are fully covered by the state budget.

In addition to fees, the policy structure also regulates the standardization of legal documents. The Adjudication Committee in Pugeran Village implements strict verification of the completeness of documents, including land history (Petok D/Letter C), proof of PBB payment, and application forms. Document findings in the field indicate a classification of documents into seven types of statements according to the actual conditions of the applicant, including: Power of Attorney for Inheritors, Statement of Heirs, Statement for Heirs, Unilateral Grant, Multi-Level Grant, Unilateral Sale and Purchase, and Multi-Level Sale and Purchase. This classification simplifies the process of identifying the legal basis, which is often complicated in rural areas.

The standard operating procedures (SOPs) implemented also include a systematic workflow. Starting with manual file collection by the applicant, the data is then digitally input using Microsoft Excel by the village team, printed into a report file, and finally re-verified by the National Land Agency (BPN) Legal Task Force. This flow creates a layer of data filtering to minimize legal errors before certificates are issued. Consistent implementation of this process demonstrates that the PTSL policy structure is not only robust on paper but also operationally sound in the field.

The clarity of policy direction is also evident in the assigned quota targets. The Mojokerto Regency National Land Agency (BPN) has set a quota of 248 land plots for Pugeran Village based on initial mapping. This quota provides clear work boundaries for the village committee, allowing them to focus on achieving these targets. The registration process is conducted offline at the Village Hall to accommodate the characteristics of rural communities that are not yet fully digitally literate.

This policy structure is not without challenges. Instructions to harmonize document formats from the central government to the regions require high precision. Images of documents found in the field, such as the format for the Declaration of Heir and the Certificate of Inheritance, demonstrate the village committee's adherence to the standard format established by the National Land Agency (BPN). This uniformity is crucial for facilitating data input into the nationally integrated computerized Land Office (KKP) system.

SURAT KUASA

Yang bertanda tangan di bawah ini, Kami Ahli Waris dari Almarhum terdiri dari :

1. _____ : **Ulah** di pada tanggal
 pekerjaan alamat Des.
 RT. RW. Dk.
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Dengan ini memberikan KUASA penuh kepada :

1. _____ : **Ulah** di pada tanggal
 pekerjaan alamat Des.
 RT. RW. Dk.
 Kec.

Dalam hal ini bertindak untuk diri sendiri dan selaku kuasa dari para ahli waris Almarhum dengan ini memberikan kuasa penuh terhadap instansi untuk mengurus dan menyelesaikan segala sesuatu yang berhubungan dengan kegiatan Pendaftaran Tanah Sistematis Lengkap (PTSL) sesuai dengan kesempatan bernama atas 1 (satu) bidang Tanah Pertanian/ Non Pertanian dengan letter C Nomor Peril Kelas Luas m² atas nama : yang terletak di Dusun Desa Kecamatan Kabupaten Mojokerto.

Demikian surat kuasa ini dibuat dengan sebenarnya dengan penuh kesadaran dan tanpa paksaan dari pihak manapun untuk dapat dipergunakan sebagaimana mestinya. Apabila ternyata kemudian hari surat kuasa ini tidak benar maka saya bersedia bertanggungjawabkan baik secara pribadi maupun pribadi berdasarkan peraturan perundang – undangan yang berlaku tanpa melibatkan pihak lain termasuk Kantor Pertanahan Kabupaten Mojokerto.

Yang diberi Kuasa _____

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Menyatakan dan membenarkan sesuai keterangan Ahli Waris. Dikawatir dan diregistrasi di : Kantor Desa _____

Nomor : _____

Tanggal : _____

KEPALA DESA _____

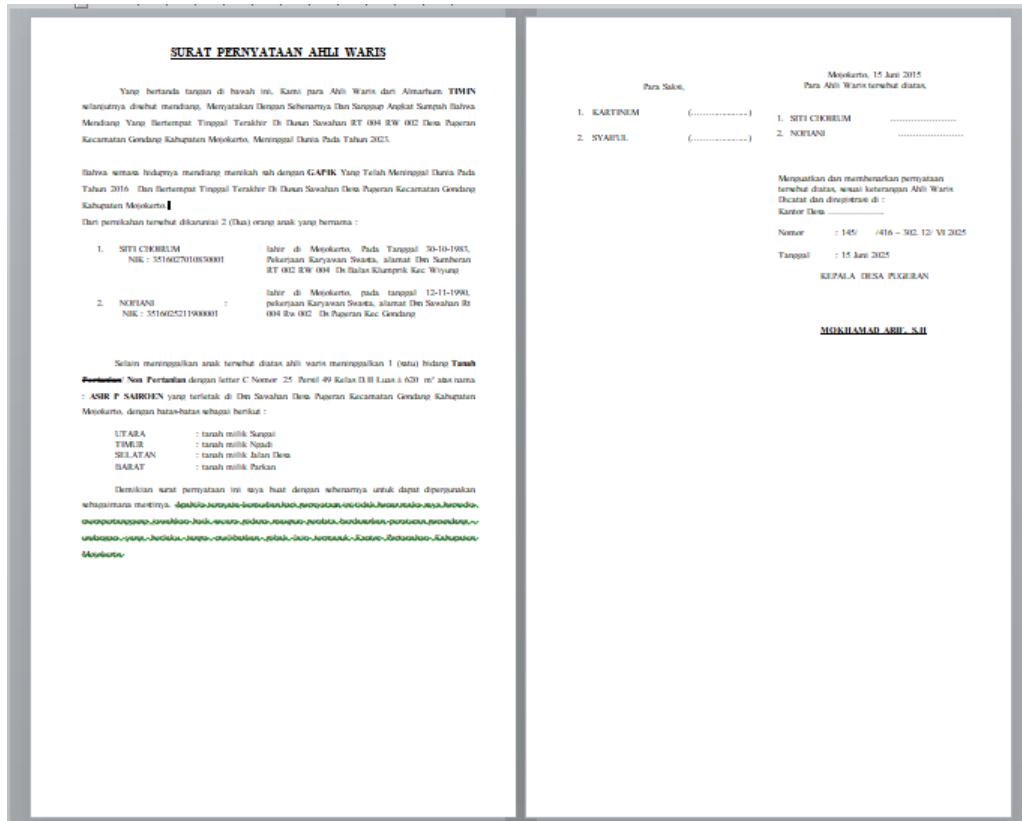


Figure 1. Power of Attorney for Heirs and Statement of Heirs
(Source: Research Documentation, 2025)

Figure 1 shows a physical example of the legal documents required by applicants: the Power of Attorney and the Declaration of Heirs. Using this standard format is crucial to minimize future disputes, given that most land in Pugeran Village is inherited and prone to family conflict. This standardization ensures that every transfer of rights has a clear and legally accountable administrative track record, while also meeting the formal requirements stipulated in the PTSL technical guidelines.

The implementation of sanctions and oversight is also part of the policy structure. Village committees explicitly state that collecting fees exceeding the provisions of the Joint Decree of the Three Ministers will be considered extortion and will face legal consequences. This strict regulation creates a protective barrier that safeguards the integrity of lower-level implementers. This is reinforced by regular monitoring by the National Land Agency (BPN) team, who go into the field to monitor the progress of filing and measurement.

Overall, the policy direction and structure in Pugeran Village demonstrate a strong top-down approach in terms of regulations and standard procedures, while allowing for bottom-up implementation through the involvement of the village committee. This synergy provides a solid foundation for subsequent implementation stages. The integration of the regulations of the ATR/BPN Ministerial Regulation No. 6 of 2018 with implementation in the field demonstrates that the PTSL policy design is sufficiently adaptable for implementation at the village level.

Target Group Behavior

The second variable is the behavior of the target group, namely the Pugeran Village community as the program's beneficiaries. The level of community participation is a key indicator of policy acceptance. Based on field data, community enthusiasm is very high. Of the target 248 plots, the initial number of applicants reached 260. This indicates a high level of community awareness of the importance of land asset legality and the PTSL program, which is considered an efficient solution compared to independent land management, which can cost millions of rupiah.

The behavioral dynamics of the target group are also reflected in the heterogeneity of the registered land status. The majority of applicants are owners of inherited land or land titles that currently only have proof of ownership in the form of Petok D or Letter C. However, there is an interesting phenomenon where some people do not understand the status of their own land. It was found that 10 applicants (1 from Tampelan Hamlet, 7 from Sawahan Hamlet, and 2 from Kauman Hamlet) had their applications rejected because after verification by the National Land Agency (BPN), the land was found to have a certificate (SHM) in the name of their parents or ancestors.

This lack of awareness indicates that the target's behavior is influenced not only by economic motivations but also by weak levels of legal literacy and family record-keeping. Communities tend to assume their land is uncertified simply because they don't physically hold the certificate, even though the land is legally registered. This behavior requires village committees to work extra hard to verify land records before submitting documents to the National Land Agency (BPN).

On the other hand, community compliance with administrative obligations is quite good. An interview with an applicant named Mr. Teguh demonstrated residents' willingness to follow the rather tedious procedures, from collecting forms, filling out manual data, to queuing for hours at the Village Hall. Although they complained about the long queues, their positive perception of the program's benefits (more cost-effectiveness) was the primary driver of their compliance. This confirms the theory that economic incentives (low costs) are highly effective in shaping positive behavior among target groups.

Horizontal conflict is another aspect of target behavior that emerges during policy implementation. The case study of the boundary dispute in Sawahan Hamlet between Mr. Jumain and Mr. Nur illustrates how the community reacts when their interests are compromised. This conflict was triggered by differing perceptions of land area resulting from inaccurate past sales transactions. Mr. Jumain claimed an area of 80 m², while field data showed the actual area was reduced due to the border with Mr. Nur's certified land.

The community's response to this conflict demonstrated social maturity and local wisdom. Rather than taking the matter to a lengthy legal process, they chose mediation facilitated by the Adjudication Team and the Village Government. The involvement of neighbors and witnesses to the village's history in the re-measurement process demonstrates the high level of social capital in Pugeran Village. This cooperative behavior significantly assisted surveyors in accurately and peacefully establishing land boundaries.

The behavior of the target group was also evident in their voluntary logistical support during the measurement process. An interview with Mr. Heri revealed that residents of Sawahan Hamlet actively assisted officers in installing stakes and marking land boundaries. This active participation not only expedited the technical process but also minimized the potential for future disputes, as the boundaries were openly agreed upon by neighboring parties (contradictory delimitation).

The following table describes the recapitulation of applicant participation and selection in Pugeran Village:

Table 1. Dynamics of Community Participation in Pugeran Village

Applicant Status	Number (People/Field)	Information
Early Registration	260	High enthusiasm after socialization
Failed/Rejected	12	10 fields have SHM, 2 files are incomplete
Pass Verification	218	General public
Village Treasury Land (TKD)	30	Village assets
Final Total	248	According to the BPN quota

(Source: Author's Observation Results, 2025)

The table above shows that the responsive behavior of the target group, despite some legal ignorance, ultimately contributed positively to achieving the 100% quota target. This positive response validates that the PTSL program addresses the fundamental needs of the Pugeran Village community.

The behavior of target groups is also influenced by key figures at the local level. The hamlet head and the neighborhood unit (RT/RW) heads play a significant role in mobilizing residents. Residents' compliance with village officials' instructions demonstrates the strong patron-client social structure in rural areas, and PTSL successfully leverages this structure to enhance program effectiveness. Without community compliance with this social structure, mobilizing large numbers of applicants would be difficult.

Overall, the behavioral variables of the target group in Pugeran Village strongly supported successful implementation. The obstacles that emerged were more cognitive (lack of understanding of land status) than resistance to the policy itself. Willingness to deliberate to resolve boundary disputes was a key factor in preventing program failure due to agrarian conflict.

Implementer Skills

The third variable, the skills of implementers, plays a vital role in translating policies into tangible results. Policy implementers in the context of PTSL in Pugeran Village consist of two main layers: the National Land Agency (BPN) Task Force Team (technical and legal elements) and the Village Adjudication Committee (administrative and territorial elements). The BPN Team's technical competence is proven, reflected in the use of modern measurement equipment. Mr. Ryan, a surveyor, explained the use of a Total

Station for angular precision and Geodetic GPS (GNSS) for satellite coordinate accuracy.

Mastery of this technology is crucial given the increasingly densely populated geographical conditions of the village. The skill of officers in operating these sophisticated measuring instruments minimizes human error in determining land area, a frequent source of disputes. Furthermore, this technical proficiency is balanced with persuasive communication skills when dealing with disputing residents, as demonstrated by Mr. Slamet (Physical Task Force) during mediation in Sawahan Hamlet.

On the other hand, the skills of the Village Adjudication Committee, comprised of civilians and village officials, are more focused on administrative aspects and territorial control. They possess local expertise that the National Land Agency (BPN) lacks, namely in-depth knowledge of family tree and land ownership history in the village. This expertise is very helpful in verifying the material validity of documents such as inheritance statements or grants submitted by applicants.

Village teams are also required to possess managerial skills and basic digital literacy. Inputting applicant data into Microsoft Excel format for printing into a Legal Data Minute requires high precision. Their ability to manage hundreds of files in a short time demonstrates their strong adaptability to bureaucratic workloads.

No	NO. BERKAS	NIB	Nama Pemohon	Tempat Lahir	Tanggal Lahir	NIK	Pekerjaan	Alamat	Agama	Usia	NO. SPPPT PBB	NUOP TANAH	NUOP BANGUNAN	Letak Tanah Jaban/RT/RW/Dsn	Desa	Kecamatan	Kabupaten
1	9561	0006	SUSAN CHOUYIAH	MOJOKERTO	23-02-1987	3516026302870003	PERANGKAT DESA	Dsn. Dukuh RT.04 RW.02 Desa Jatiuh	ISLAM	35	35.16.026.006.002-0078.0	614.000	225.000	RT 02/RW 01		BANUWANGI	MOJOKERTO
			JUNAYIAH	MOJOKERTO	20-09-1965		WIRASWASTA	Dsn. Sawahan RT.03 RW.02 Desa Pugeran	ISLAM	60	35.16.020.002.000-0034.0	243.000	0	RT 01/RW 01	PUGERAN	MOJOKERTO	MOJOKERTO
			SUPARTI	MOJOKERTO	06-10-1973		MENIGRUS RUMAH TANGGA	Dsn. Sawahan RT.02 RW.02 Desa Pugeran	ISLAM	51	35.16.020.002.000-0033.0	243.000	0	RT 01/RW 01	PUGERAN	MOJOKERTO	MOJOKERTO
			SUMATI	MOJOKERTO	20-09-1968		PEDAGANG	Dsn. Sawahan RT.01 RW.01 Desa Pugeran	ISLAM	56	35.16.020.002.000-0034.0	243.000	0	RT 01/RW 01	PUGERAN	MOJOKERTO	MOJOKERTO
			SUTAN VILJANTO	MOJOKERTO	29-07-1965		KARAWAN SWASTA	Dsn. Sawahan RT.03 RW.02 Desa Pugeran	ISLAM	39	35.16.020.002.000-0060.0	243.000	595.000	RT 03/RW 02	PUGERAN	MOJOKERTO	MOJOKERTO
			NENI PERTIWI	MOJOKERTO	23-02-1992		KARAWAN SWASTA	Dsn. Sawahan RT.03 RW.02 Desa Pugeran	ISLAM	33	35.16.020.002.000-0060.0	243.000	595.000	RT 03/RW 02	PUGERAN	MOJOKERTO	MOJOKERTO
			WARITO	MOJOKERTO	01-07-1962		PETANI/PEKERJA	Dsn. Sawahan RT.01 RW.01 Desa Pugeran	ISLAM	62	35.16.020.002.000-0028.0	160.000	0	RT 01/RW 01	PUGERAN	MOJOKERTO	MOJOKERTO
			AGUSISWANTO	MOJOKERTO	22-08-1980		WIRASWASTA	Dsn. Sawahan RT.03 RW.02 Desa Pugeran	ISLAM	44	35.16.020.002.000-0028.0	243.000	0	RT 01/RW 01	PUGERAN	MOJOKERTO	MOJOKERTO

Figure 2. Data Verification Process by the Village Adjudication Committee
(Source: Research Documentation, 2025)

As seen in Figure 2, the Village Adjudication Committee conducts the data verification process intensively using computers to digitize manual data. This stage is a crucial filter, where the committee matches physical data (KTP, KK) with legal data (Letter C/Petok D) before the files are declared complete (clear and complete). Accuracy in this input stage is crucial for the smooth running of the final validation process at the BPN office, minimizing the risk of time-consuming file returns.

A skills gap was noted. Village committees were overwhelmed by the surge in applicants arriving simultaneously, resulting in long queues and chaotic

service. This indicates a lack of crowd management and time management skills in public services at the village level. Furthermore, the biggest challenge in terms of implementation comes from internal factors within the National Land Agency (BPN), namely human resource (HR) management. Research findings revealed the rotation or transfer of BPN employees midway through the program. This resulted in the loss of implementers who understood the context of the problems in Pugeran Village, resulting in a stagnant certificate finalization process from May to November 2025. Good individual technical skills become ineffective when not supported by stable job positions.

Skill synergy between the National Land Agency (BPN) and the village is key. The BPN provides the legal and technical framework for measurement, while the village provides basic data and social access. This collaboration is evident when BPN officers conduct measurements in the field, accompanied by the hamlet head, who points out boundary markers. Without this assistance, the technical skills of BPN surveyors would be ineffective due to their lack of understanding of the village's cultural boundaries.

Integrity is also a key competency factor for implementers. The village committee's commitment to not collect fees exceeding Rp 150,000 demonstrates adherence to bureaucratic ethics. The ability to reject bribes or extortion is crucial for maintaining public trust in state institutions.

It can be concluded that technically and operationally, the implementers possess adequate skills to carry out measurement and filing tasks. The use of modern technology and the utilization of local knowledge go hand in hand. However, weaknesses lie in macro-level human resource management (employee rotation) and micro-level service management (registration queues), which hinder the efficient completion time of final policy products.

Environmental Support

The fourth variable is environmental support, which encompasses the socio-political, economic, and technological aspects within which the policy is implemented. In Pugeran Village, the political environment is very conducive. The village government, under the leadership of Village Head Mukhammad Arif, provides full political will for this program. Cross-sectoral coordination between the village government and the Mojokerto Regency National Land Agency (BPN) is intensive and without any hindering practical political intervention. This harmonious relationship between village elites and the regional bureaucracy creates a stable policy climate.

The Pugeran community's socio-cultural environment, steeped in the values of mutual cooperation, has accelerated program implementation. Community participation extends beyond passive registration, to active participation in field processes. A culture of consensus-building serves as a powerful mechanism for resolving boundary disputes, preventing conflicts from escalating into social unrest or protracted legal proceedings. This harmonious social environment facilitates the Physical Task Force's work in mapping land parcels.

Technological support also plays a crucial role. The digital transformation of land governance by 2025, particularly the use of a Geographic Information System (GIS)-based mapping system integrated with the National Land Agency (BPN) Center, provides a modern framework. The Mojokerto Regency Government, through the Communications and Information Technology Agency (Kominfo), also supports the integration of land data with the Regional Spatial Plan (RTRW). This digital infrastructure allows PTSL measurement data to be stored in a secure and standardized database.

From an economic perspective, the public perception that land certificates will increase asset value and access to capital (bank collateral) creates a strong demand-side driver. The evolving economic environment, where agricultural land is beginning to be converted into residential and business premises, makes the need for legal certainty even more pressing. This situation creates the right momentum for the introduction of the PTSL program.

The physical environment presents its own challenges. The BPN's base map has apparently not been updated regularly. The 2017 map still depicts the Pugeran area as dominated by plantations, even though the physical environment in 2025 has significantly changed with the addition of permanent buildings and new infrastructure. This disparity between the base map data and the actual physical environment has confused surveyors and slowed the initial identification process.

Another external environmental factor is the 2025 national budget efficiency policy, which drastically reduced the PTSL quota target. This created a competitive policy environment, where villages had to compete for quotas. However, Pugeran Village managed to secure a quota of 248 plots thanks to data availability and a well-organized village administration.

The BPN's internal bureaucratic environment, which is undergoing transition or staff rotation, is the only environmental factor that is less than supportive. Personnel instability within the implementing agency has resulted in bureaucratic bottlenecks in the final stages. Nevertheless, external support (from the community and village government) remains strong, maintaining the sustainability of the program at the village level. Overall, environmental support variables in Pugeran Village have made a dominant positive contribution. The synergy between political support from village elites, community social capital, and technological infrastructure has been a key factor in the success of the legal data measurement and collection, despite technical challenges resulting from the lack of a base map.

Obstacles in the Implementation Process of the Complete Systematic Land Registration Program

The implementation of the PTSL Program in Pugeran Village, despite successfully achieving its quota target, faced two main interrelated obstacles: technical obstacles and human resource (HR) obstacles. The most fundamental technical obstacle relates to the inaccuracy of the initial geospatial data. The base map used by the BPN team has not been adequately updated, still displaying the contours of the plantation area as it was in 2017, while the physical reality in 2025

has transformed into a dense residential area. This disparity causes confusion during land boundary identification (pre-elimination), where manual measurements often overlap with outdated satellite data. As visualized in Figure 3, the high density of land parcels demands extra precision, as even the slightest shift can trigger a chain of disputes, forcing officers to conduct time-consuming re-measurements.



Figure 3. Block Map of Pugeran Village
(Source: Research Documentation, 2025)

The second obstacle stems from the Human Resources (HR) aspect, particularly within the BPN's internal bureaucracy. Research findings indicate a stagnation in the certificate issuance process from May to November 2025. This problem was triggered by the rotation or transfer policy of BPN Mojokerto Regency employees responsible for the Pugeran area. The mid-term personnel changes disrupted the file verification chain, as new officials needed time to adapt and review the mounting physical files. As a result, the "certificate ngendon" phenomenon occurred, where certificates that should have been ready for distribution were held up at the land office, creating uncertainty for the public.

Human resource constraints also affect the capacity of village-level implementers. The high level of community interest in registering (reaching 260 applicants) is not commensurate with the number of Village Adjudication Committees available. The committees often feel overwhelmed by the semi-

manual processing of documents, resulting in long queues and chaotic situations at the Village Hall. This workload overload on the village committees has the potential to increase the risk of human error when inputting legal data into the system, which can lead to residual problems later on.

Another human resource barrier comes from the target audience, namely the community's lack of legal understanding. Low family archive literacy results in many residents being unaware of the legal status of their own land. Cases have been found where applications were rejected because the land was already certified (SHM) in the name of an ancestor, but the heirs were unaware of this. Furthermore, the complexity of inheritance administration—such as the difficulty of gathering signatures from all heirs spread across the city—is a sociological obstacle that hinders the completion of legal documents.

Overall, technical obstacles in the form of outdated base maps and human resource constraints from the bureaucracy, village committees, and communities hampered program efficiency. Although quota targets were met, the combination of these obstacles reduced the quality of public services in terms of timeliness. Addressing these obstacles requires regular map database modernization and improved human resource transition management within the National Land Agency (BPN).

CONCLUSION AND RECOMMENDATION

The implementation of the Complete Systematic Land Registration Program (PTSL) in Pugeran Village has generally been running in accordance with the regulatory corridor of the ATR/BPN Regulation No. 6 of 2018. The synthetic approach has succeeded in encouraging community participation (bottom-up) supported by modern measurement facilities from the BPN (top-down). This program has succeeded in providing legal certainty for 248 plots of land and resolving boundary disputes amicably. However, the aspect of post-extension time efficiency is still hampered by internal factors of the BPN bureaucracy (employee transfers) and the validity of community legal data.

Based on these conclusions, it is recommended that the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency implement a strict work handover system during employee rotations to prevent stagnation in the certificate verification process. Furthermore, village governments are advised to conduct a digital inventory of village land records before the program begins to filter out certified land and avoid duplicate registrations. Finally, for communities, the installation of permanent boundary markers (stakes) agreed upon with neighboring boundaries is absolutely necessary before surveyors arrive to expedite the physical process in the field.

ADVANCED RESEARCH

This study has a major limitation, focusing only on Pugeran Village. Therefore, findings regarding dispute dynamics and bureaucratic obstacles may vary if applied to areas with more urban characteristics or more intense agrarian conflicts. Furthermore, the study's limited implementation period, which occurred during the 2025 fiscal year, did not adequately capture the long-term

economic impact of asset legalization on community welfare. Therefore, further research is recommended to broaden the analysis spectrum through comparative studies across sub-districts to test the consistency of the bottom-up implementation model, and to adopt a quantitative approach to statistically measure the correlation between PTSL certificate ownership and increased access to capital and land value.

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