

Implementation of Complete Systematic Land Registration (PTSL) as an Effort to Accelerate Land Certification in Banyumas Regency: Constraints and Challenges

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Abstract

The increasing public demand for legal certainty over land and quality public services has driven the importance of the Complete Systematic Land Registration Program (PTSL) as a form of public service in the land sector. The implementation of PTSL in Banyumas Regency involves various stakeholders, from the Land Office, village/sub-district apparatus teams, to the community, utilizing digitalization (e- PTSL, GIS) to increase transparency, accountability, and efficiency. This study aims to analyze the implementation of PTSL using the Van Meter & Van Horn framework and assess the program's success through the Asian Development Bank (ADB) principles of Transparency, Accountability, Predictability, and Participation. The study used a qualitative approach with observation, interviews, and documentation methods. The results show that the standards and objectives of the PTSL policy have been clearly defined, resources and technology support implementation, and communication between stakeholders is quite good. However, obstacles such as limited human resources, uneven community participation, limited field supervision, and land ownership conflicts still occur. Analysis of the ADB principles shows that the success of PTSL is influenced by active community participation, administrative digitalization, and coordination between stakeholders, while obstacles hamper the effectiveness of program implementation. Overall, the study concluded that the PTSL implementation has been quite effective, but ongoing improvements in community engagement and field supervision are needed to optimize the program's success.

Abstrak Meningkatnya tuntutan masyarakat terhadap kepastian hukum atas tanah dan kualitas pelayanan publik mendorong pentingnya Program Pendaftaran Tanah Sistematis Lengkap (PTSL) sebagai bentuk pelayanan publik di bidang pertanahan. Pelaksanaan PTSL di Kabupaten Banyumas melibatkan berbagai stakeholder, mulai dari Kantor Pertanahan, tim perangkat desa/kelurahan, hingga masyarakat, dengan memanfaatkan digitalisasi (e-PTSL, GIS) untuk meningkatkan transparansi, akuntabilitas, dan efisiensi. Penelitian ini bertujuan untuk

menganalisis implementasi PTSL menggunakan kerangka Van Meter & Van Horn dan menilai keberhasilan program melalui prinsip-prinsip Asian Development Bank (ADB) yang mencakup Transparansi, Akuntabilitas, Prediktabilitas, dan Partisipasi. Penelitian menggunakan pendekatan kualitatif dengan metode observasi, wawancara, dan dokumentasi. Hasil penelitian menunjukkan bahwa standar dan tujuan kebijakan PTSL telah ditetapkan dengan jelas, sumber daya dan teknologi mendukung pelaksanaan, dan komunikasi antar stakeholder berjalan cukup baik. Namun, hambatan seperti keterbatasan SDM, partisipasi masyarakat yang belum merata, pengawasan lapangan terbatas, serta konflik kepemilikan tanah masih terjadi. Analisis prinsip ADB menunjukkan bahwa keberhasilan PTSL dipengaruhi oleh partisipasi aktif masyarakat, digitalisasi administrasi, dan koordinasi antar stakeholder, sementara hambatan menghambat efektivitas implementasi program. Secara keseluruhan, penelitian menyimpulkan bahwa pelaksanaan PTSL sudah cukup efektif, namun perlu perbaikan berkelanjutan dalam keterlibatan masyarakat dan pengawasan lapangan agar keberhasilan program lebih optimal.

Introduction

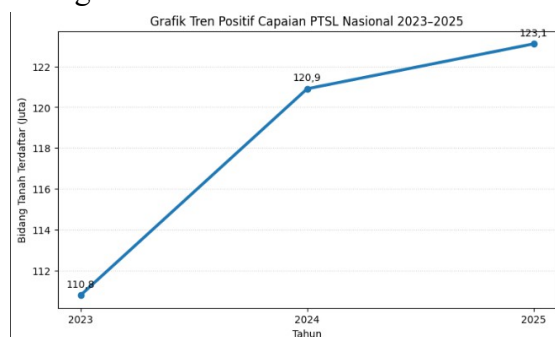
Land registration is a primary legal instrument within the national land administration system, functioning as authentic evidence of land ownership rights as well as a fundamental pillar in the administration of land governance in Indonesia. Land certificates provide legal certainty while also carrying economic and administrative value for both rights holders and the government in supporting spatial planning and sustainable regional development (BPN, 2025).

Efforts to strengthen legal certainty continue to be accelerated through various land certification policies aimed at achieving effective, equitable, and accountable land governance (Dewi Panigoro et al., 2023). This is in line with the mandate of Presidential Regulation Number 20 of 2015, which positions the National Land Agency as a strategic institution in implementing transparent and accountable governance.

One of the national strategic policies in the land sector is the Complete Systematic Land Registration Program (PTSL). Based on the Regulation of the Minister of Agrarian Affairs and Spatial Planning/National Land Agency Number 6 of 2018, PTSL is defined as a simultaneous land registration activity covering all land registration objects within a village or sub-district administrative area (Kartiwi & Hasyim, 2019).

This program represents a development of previous land certification policies, such as the National Agrarian Operations Project (PRONA), which was considered to have limitations in terms of coverage, data consistency, and service effectiveness (Almira & Sari, 2022). At the national level, the implementation of PTSL has shown an increasing trend in land registration achievements during the 2023–2025 period.

Figure 1. Trends in Targets and Achievements of the PTSL Program, 2023–2025



Source: Ministry of Agrarian Affairs and Spatial Planning/National Land Agency, processed data, 2026

Figure 1 shows that the cumulative achievement of national land registration has increased consistently, from 110.8 million registered land parcels in 2023 to 123.1 million parcels in 2025. Although in 2025 the government adjusted the annual target to 1.5 million parcels as part of budget efficiency measures, the upward trend in cumulative achievements has been maintained. This condition indicates that, at the macro level, the PTSL program continues to operate effectively through a more selective approach while still maintaining a focus on legal certainty.

At the local level, the implementation of PTSL in Banyumas Regency also demonstrates relatively high quantitative achievements. In 2025, the Banyumas Regency Land Office successfully exceeded the predetermined target for the realization of Land Ownership Certificates (K1). These achievements are distributed across various sub-districts, with significant variation in the number of registered land parcels.

Table 1. Implementation of the PTSL Program in Banyumas Regency by Sub-district, 2025

Sub-district	Number of Villages	Land Parcels (Puldadis)	Documentation Files	K1 Certificates
Ajibarang	7	157	157	167
Banyumas	1	3	3	3
Baturraden	2	10	10	10
Cilongok	4	1,946	1,946	2,092
Gumelar	6	135	135	111
Jatilawang	4	34	34	13
Kalibagor	7	43	43	29
Karanglewas	3	52	52	52
Kebasen	2	12	12	12

Kedungbanteng	5	1,406	1,406	1,386
Kembaran	7	1,354	1,354	1,424
Kemranjen	2	27	27	28
Lumbir	5	287	287	175
Pekuncen	14	279	279	158
Purwojati	5	25	25	21
Purwokerto Utara	1	3	3	1
Rawalo	3	14	14	9
Sokaraja	1	6	6	1
Somagede	6	144	144	125
Sumbang	5	59	59	53
Sumpiuh	2	1,345	1,345	1,404
Tambak	5	1,250	1,250	1,441
Total	97	8,591	8,591	8,595

Source: Banyumas Regency Land Office, processed data, 2026

Table 1 shows that the realization of the PTSL Program under the K1 category in Banyumas Regency in 2025 reached 8,595 land parcels, exceeding the predetermined target of 8,500 parcels. Cilongok, Kembaran, and Sumpiuh sub-districts recorded the highest contributions to land registration, while Banyumas and Sokaraja sub-districts showed relatively low achievements. These lower figures are influenced by the limited number of villages and the smaller size of land registration objects in those areas.

The alignment between the stages of preliminary data collection (Puldadis), documentation, and K1 realization indicates that the validation process of both physical and juridical data has generally been carried out optimally across most areas. Despite these positive quantitative achievements, the implementation of PTSL at the operational level still faces several challenges. Empirical findings from Sambirata Village and Kebokura Sub-district are presented in Table 2.

Table 2. Issues in the Implementation of PTSL in Sambirata Village and Kebokura Sub-district

Village/Sub-district	Issues	Actors Involved	Year
Sambirata Village	Misperception of land parcel boundaries due to boundary markers installed by different parties, leading to differing interpretations	Community members, neighborhood heads (RT/RW), village officials, BPN PTSL team	2025

Village/Sub-district	Issues	Actors Involved	Year
Sambirata Village	Inconsistency in land parcel data, for example the village records approximately 1,700 parcels while BPN records only 1,500	Village officials, BPN Survey and Mapping Section	2025
Sambirata Village	Some land parcels remain unregistered, affecting the physical verification process	Village officials, PTSL team, BPN surveyors	2025
Kebokura Sub-district	Lack of coordination between the sub-district office and BPN resulting in errors in Land Parcel Identification Numbers (NIB)	Sub-district officials, PTSL team	2025
Kebokura Sub-district	Errors in identifying land parcel boundaries	BPN surveyors, sub-district officials, community members	2025
Kebokura Sub-district	Public dissatisfaction with the duration of field measurement processes	Surveyors, community members	2025

The issues identified involve multiple actors, ranging from survey teams and village or sub-district officials to the community, indicating the complexity of interactions in the implementation of the PTSL program.

From a Public Administration perspective, these findings indicate that PTSL implementation is not only related to technical and administrative aspects but also reflects the quality of governance in public service delivery. Issues such as inter-agency coordination, information transparency, data accuracy, and community participation highlight that the success of PTSL implementation is highly dependent on the application of Good Governance principles.

This perspective views public administration as a process of managing public interests that requires transparency, accountability, predictability, and community participation at every stage of policy implementation.

Referring to the Asian Development Bank (ADB), Good Governance emphasizes four main principles, namely transparency in the provision of information and service procedures, accountability in every administrative action, predictability through consistency of rules and legal certainty, and active community participation in the policy process. In the context of PTSL, these principles serve as essential prerequisites to ensure that the land certification process is not only administratively efficient but also fair, accountable, and trusted by the public.

To understand the dynamics of PTSL implementation more systematically, the Good Governance paradigm in this study is operationalized through the policy implementation theory of Van Meter and Van Horn. This model emphasizes that the success of policy implementation is influenced by several variables, including the clarity of policy objectives, availability of resources, inter-organizational communication, characteristics of implementing agencies, implementor disposition, and the social and administrative environment. This theory is relevant for explaining how Good Governance principles are translated or, conversely, constrained in the practical implementation of PTSL at the local level.

Various previous studies indicate that the implementation of PTSL still faces a number of structural and administrative challenges. Sanudin et al. (2024) found that limited administrative resources and low public understanding are major inhibiting factors in PTSL implementation. Meanwhile, Syamsi et al. (2024) emphasized that weak coordination among implementing institutions leads to inconsistencies between physical and juridical data. Other studies tend to position PTSL as a normative legal instrument and assess its success based on quantitative program achievements (Kartiwi & Hasyim, 2019; Almira & Sari, 2022), without deeply linking it to the quality of public service governance.

Based on this review, it can be concluded that research on PTSL is still dominated by partial approaches and has not fully integrated policy implementation analysis with the Good Governance paradigm, particularly in local contexts. Therefore, this study aims to analyze how the implementation of the Complete Systematic Land Registration (PTSL) policy as an effort to accelerate land certification is carried out in Banyumas Regency, as well as to identify the constraints and challenges that arise at each stage of its implementation.

Research Method

This study employs a qualitative approach with a case study design to obtain an in-depth understanding of the implementation of the Complete Systematic Land Registration (PTSL) Program in Banyumas Regency within its real context. A qualitative approach is selected because this study focuses on meaning, process dynamics, and the interaction between government and the community in the implementation of PTSL (Sugiyono, 2018).

The research was conducted at the Office of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN) of Banyumas Regency. The study focuses on the implementation of the 2025 PTSL Program at the Banyumas Land Office, as well as in selected villages and sub-districts where the program is implemented, particularly Sambirata Village and Kebokura Sub-district. The selection of these locations is based on the relatively high quantitative achievements of the program, while in practice various administrative and technical issues are still found at the field level. Informants were determined using purposive sampling by considering their direct involvement, knowledge, and experience in the implementation of the PTSL Program (Sugiyono, 2018).

This study uses qualitative data collection techniques, including in-depth interviews, field observations, and documentation, to explore the implementation process of the PTSL Program, the perceptions of policy implementers and the community, and the constraints encountered at each stage of implementation. Data were analyzed using the interactive analysis model of Miles, Huberman, and Saldaña, which includes data reduction, data display, and conclusion drawing (Miles et al., 2014), by linking field findings to the Good Governance paradigm and the policy implementation variables of Van Meter and Van Horn. Data validity was ensured through source and time triangulation by comparing data from various informants, documents, and data collection conducted at different times to ensure the consistency and validity of the research findings (Moleong, 2014; Sugiyono, 2018; Kristanto, 2018; Kriyantono, 2020).

Results and Discussion

Overview of the Research Object

The object of this study focuses on the implementation of the 2025 Complete Systematic Land Registration (PTSL) Program at the Office of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN) of Banyumas Regency. The Banyumas Land Office is responsible for administering land affairs, including land measurement and registration, certificate issuance, determination of land rights, and land services throughout the Banyumas Regency area. The implementation of PTSL refers to the Regulation of the Minister of ATR/BPN Number 6 of 2018 and is carried out systematically at the village and sub-district levels by involving BPN implementation teams, village/sub-district officials, and community participation.

In 2025, the implementation of PTSL in Banyumas Regency covered 22 sub-districts, including 97 villages and sub-districts. The program was carried out by an officially established PTSL Implementation Team with a division of tasks that includes planning, socialization, collection of physical and juridical data, and land administration processes. The team structure places the team leader as the coordinator and supervisor, supported by technical staff and field officers who are directly responsible for measurement and data verification in collaboration with the community.

Although the quantitative achievements of PTSL in Banyumas Regency are relatively high, its implementation at the field level still faces several administrative and technical challenges, particularly in the selected villages and sub-districts that serve as the focus of analysis in this study.

Research Findings and Discussion

This study examines the implementation of the Complete Systematic Land Registration (PTSL) Program in Sambirata Village and Kebokura Sub-district as part of efforts to accelerate land certification in Banyumas Regency. The analysis applies the policy implementation model of Van Meter and Van Horn (1975), which highlights six main

variables, namely policy standards and objectives, resources, inter-organizational communication, characteristics of implementing agencies, implementor disposition, and the social, economic, and political environment. Through this framework, the study evaluates the effectiveness of PTSL implementation while identifying supporting factors and various constraints that influence the policy implementation process based on field findings and program documents.

Policy Standards and Objectives

Based on the research findings, the standards and objectives of the Complete Systematic Land Registration (PTSL) Program in Sambirata Village and Kebokura Sub-district have been clearly established through the Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency Number 6 of 2018, as well as technical guidelines and implementation documents of PTSL at the Banyumas Land Office. These standards serve as the main reference for field implementation, covering stages from the collection of physical and juridical data, documentation, to the issuance of land ownership certificates. One informant from the Adjudication Team stated that “the implementation of PTSL in the field consistently refers to the regulations and targets set by the central government, including the number of land parcels and work stages,” indicating that implementing officials generally understand and apply policy standards in accordance with established provisions.

Within the framework of Van Meter and Van Horn (1975), the clarity of policy standards and objectives is a key prerequisite for successful implementation. The findings of this study indicate that at the level of policy implementers, PTSL standards have been carried out relatively in accordance with existing regulations. However, at the level of policy targets, there are still limitations in public understanding of the objectives and procedures of PTSL, particularly regarding the determination of land parcel boundaries and the verification of juridical data. This condition leads to differences in perception between the community and implementers during the processes of land measurement and registration.

These findings are consistent with the study of Sanudin et al. (2024), which states that although PTSL policy standards have been formally established, uneven public understanding remains a major obstacle in policy implementation. From the perspective of the Asian Development Bank’s Good Governance framework, the standards and objectives of PTSL have fulfilled the principle of predictability. However, further strengthening is still required in terms of transparency, particularly in the dissemination of policy information so that it can be comprehensively understood by the community as service beneficiaries.

Resources

The findings indicate that the resource dimension in the implementation of the Complete Systematic Land Registration (PTSL) Program in Banyumas Regency generally supports the continuity of policy implementation. Human resources, budget allocation, as

well as technical facilities and infrastructure are available in relatively adequate quantities to carry out the stages of PTSL activities, ranging from public outreach, collection of physical and juridical data, to the issuance of certificates. The availability of field officers, juridical teams, and village or sub-district officials enables the service process to run effectively, although during peak periods of activity there are still limitations in the number of personnel and certain technical capacities.

Within the framework of Van Meter and Van Horn's policy implementation model, resources constitute a key variable that determines the ability of implementers to translate policy standards and objectives into practical actions (Van Horn, 1975). The findings of this study align with this framework, where relatively adequate resources allow the PTSL program to be implemented in accordance with established procedures and targets. However, limitations in the number of personnel during periods of increased workload, geographical constraints, and disruptions in digital systems indicate that resource adequacy is not only determined by quantity but also by the capacity and technical readiness of implementers. This condition highlights that the effectiveness of policy implementation largely depends on the organization's ability to manage and optimize available resources.

From a Good Governance perspective, the fulfillment of resources in PTSL implementation reflects the principles of effectiveness and accountability in public service delivery. Budget support and the utilization of land administration technology contribute to improved work efficiency and accuracy in measurement results, while the competence of officers in providing information and assistance to the community strengthens public trust in the program. Therefore, the resource dimension in PTSL implementation not only functions as a technical instrument for policy execution but also serves as a determining factor in the quality of responsive, community-oriented land governance.

Inter-organizational Communication

The coordination stage among organizations in the implementation of the Complete Systematic Land Registration (PTSL) Program in Banyumas Regency is characterized by formal working relationships between the ATR/BPN Office of Banyumas Regency and village or sub-district officials as implementers at the local level. This coordination is carried out through public outreach activities, scheduling of land measurements, collection of juridical data, and communication between the PTSL implementation team and village or sub-district officials, enabling a clear division of roles between policy implementers and community liaisons.

The findings reveal that inter-organizational coordination in the implementation of the PTSL Program in Banyumas Regency has not been evenly effective across all implementation areas. Although coordination mechanisms are procedurally available between the ATR/BPN Office and village and sub-district governments, their implementation largely depends on the administrative capacity and readiness of each local government unit. As a result, several areas still experience communication barriers, delays

in information dissemination, and inconsistencies in field implementation, as also emphasized by Amba et al. (2023), Gani and Suparman (2023), and Yadisar et al. (2024) regarding the importance of structured communication and effective coordination in public policy implementation.

In the context of Van Meter and Van Horn's framework, inter-organizational coordination is part of the communication variable, which functions to ensure consistency of understanding and alignment of actions among implementing actors. The findings indicate that uneven coordination leads to variations in the effectiveness of PTSL implementation at the village and sub-district levels and may hinder the translation of policy standards and objectives into operational practice.

From the perspective of public administration and Good Governance, this condition suggests that PTSL implementation has not fully met the principles of effectiveness and accountability, as coordination remains largely procedural and dependent on specific actors. Furthermore, limited coordination also affects transparency and participation, particularly in terms of consistent information dissemination and the involvement of local actors. Therefore, strengthening inter-organizational coordination becomes a critical prerequisite for achieving governance that is effective, accountable, transparent, and oriented toward public interest.

Characteristics of Implementing Agencies

The characteristics of implementing agencies constitute a key variable in the policy implementation model of Van Meter and Van Horn, which emphasizes that organizational structure, the competence of personnel, service quality, and internal supervision mechanisms are critical determinants of successful policy implementation.

The findings indicate that the characteristics of implementing agencies in the Complete Systematic Land Registration (PTSL) Program in Banyumas Regency generally support policy implementation. The implementation team from BPN, village and sub-district officials, and beneficiary communities assess the professionalism and competence of implementers as relatively good. This is reflected in their technical capabilities, understanding of land regulations, and professional attitude in service delivery. A clear organizational structure and coordinated division of tasks enable the program to run relatively effectively, although some implementers still require further training and assistance to maintain consistency in service quality at the field level.

These findings are consistent with the policy implementation model of Van Meter and Van Horn, which identifies the characteristics of implementing agencies as a primary determinant of policy success. Previous studies also confirm that the competence of personnel, human resource capacity, and organizational support significantly influence the effectiveness of public policy implementation (Kartiwi & Hasyim, 2019; Yadisar et al., 2024). Furthermore, organizational structure and effective supervision mechanisms

contribute to improving efficiency and accountability, as suggested by Robbins (2006) and Ripley and Franklin (1986).

From the perspective of Good Governance as formulated by the Asian Development Bank (ADB), the characteristics of implementing agencies in the PTSL Program in Banyumas Regency indicate that the principles of accountability and transparency have been relatively well applied through professional conduct, clear organizational structures, and the quality of public services. However, the principles of predictability and strengthened accountability still require improvement, particularly through continuous human resource capacity development and enhanced field supervision. Therefore, strengthening the characteristics of implementing agencies is an essential prerequisite for improving the effectiveness and sustainability of land policy implementation.

Social, Economic, and Political Conditions

The findings show that the social, economic, and political conditions in Banyumas Regency generally support the implementation of the Complete Systematic Land Registration (PTSL) Program. Field findings indicate a high level of community participation in socialization activities, fulfillment of administrative requirements, and direct involvement in land measurement processes. In addition, public perception of the program is relatively positive due to the economic benefits, particularly the more affordable certification costs and legal certainty of land ownership, although there are still limited constraints such as time limitations and the economic conditions of some community members.

Within the framework of Van Meter and Van Horn, social, economic, and political conditions are external environmental variables that influence the effectiveness of policy implementation. These findings reinforce previous studies which state that community participation and social environmental support play an important role in facilitating public policy implementation (Yadisar et al., 2024; Sutrisno & Silitonga, 2023). Strong political support as a national program with a clear legal foundation also strengthens policy legitimacy and minimizes local resistance, as emphasized by Zulfa et al. (2025), who argue that legitimacy and institutional capacity contribute to the effectiveness of public service delivery.

From the perspective of Good Governance as formulated by the Asian Development Bank (ADB), these conditions indicate that the principles of participation, transparency, accountability, and predictability have been relatively well implemented in the execution of PTSL in Banyumas Regency. Active community participation reflects the principle of participation, clear procedures and costs demonstrate transparency, while legal certainty of land ownership reflects accountability and predictability. Although there are still limitations related to economic conditions and time constraints, these factors do not significantly hinder the achievement of program objectives. Therefore, the social, economic, and political

environment can be considered supportive of the overall implementation of the PTSL Program.

Disposition/Attitude of Implementers

Based on the policy implementation model of Van Meter and Van Horn (1975), the disposition or attitude of implementers is an internal factor that significantly influences the success of public policy implementation. The findings indicate that the disposition of PTSL implementers in Banyumas Regency generally strongly supports program implementation. Implementers understand the objectives and targets of the policy, particularly in providing legal certainty for land ownership, and demonstrate a high level of commitment and professionalism in carrying out their duties, such as readiness to work in the field and consistency in achieving administrative targets.

These findings are consistent with previous studies which emphasize that a positive implementer disposition, including policy understanding, commitment, and responsibility, is closely associated with the effectiveness of public policy implementation (Suryani & Hardjono, 2022; R, 2016). In addition, implementers who demonstrate a friendly, communicative, and responsive attitude have been shown to enhance public trust and participation, as also identified by Nurrohmah and Cahyoadi (2025), who found that the quality of officials' attitudes directly influences public trust and the smooth delivery of services.

From the perspective of Good Governance as formulated by the Asian Development Bank (ADB), the disposition of PTSL implementers in Banyumas Regency reflects a relatively strong application of the principles of accountability, transparency, participation, and predictability. The commitment and adherence of implementers to program standards and procedures demonstrate accountability and predictability, while their openness and communicative approach encourage transparency and public participation.

Thus, the disposition of implementers has contributed positively to the implementation of PTSL in accordance with the Van Meter and Van Horn framework, although strengthening the management of community participation remains necessary to ensure the sustainability of land governance based on Good Governance principles.

Conclusion

Based on the findings, the implementation of the Complete Systematic Land Registration (PTSL) Program in Banyumas Regency can be considered relatively effective, although it still faces several technical constraints that require improvement. In general, the technical regulations and program objectives are clearly defined, human resources and budget allocations are relatively adequate, and the organizational structure and implementer disposition support the achievement of program goals. This indicates that the implementation of PTSL has been carried out in accordance with the Van Meter and Van

Horn framework, particularly in terms of policy standards, resources, and characteristics of implementing agencies.

From the perspective of Good Governance as formulated by the Asian Development Bank (ADB), the implementation of PTSL in Banyumas Regency reflects the principles of predictability, transparency, accountability, participation, and responsiveness. The clarity of standards and procedures, friendly and communicative service delivery, and community involvement in the PTSL process demonstrate the application of these principles. However, uneven inter-organizational coordination, limited field supervision, and variations in community participation across villages and sub-districts still affect the overall effectiveness of the program.

Therefore, although the PTSL Program in Banyumas Regency has made a significant contribution to improving legal certainty and the quality of land services, continuous improvements are required. These include strengthening public outreach, enhancing human resource capacity, improving supervision mechanisms, and adapting implementation strategies to local social, economic, and geographical conditions to ensure that program objectives are achieved more optimally and sustainably.

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