

Implementation Of The Systematic Land Registration Program (PTSL) at The Land Office of Bengkulu City

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Abstract

The Systematic Land Registration Program (Pendaftaran Tanah Sistematis Lengkap/PTSL) was initiated by the Indonesian government to ensure legal certainty and protection of land ownership for all citizens. This study investigates the implementation of the PTSL program at the Land Office of Bengkulu City, highlighting its effectiveness, challenges, and impact on public administrative services. Employing a qualitative descriptive method, data were gathered through interviews, observations, and document analysis, guided by the theoretical framework of Edward III which emphasizes four key variables: communication, resources, disposition, and bureaucratic structure. The findings reveal that the implementation of the PTSL program in Bengkulu City is generally effective, supported by sufficient human and financial resources, clear communication strategies, and well-structured bureaucratic mechanisms. However, challenges such as complex administrative processes and public misconceptions about land registration procedures still persist. The research also documents the use of digital applications such as *Sentuh Tanahku* and *Loketku*, which have improved public access to land information and services. This study contributes to the field of public administration by providing empirical evidence on the role of systematic land registration in improving governance and legal certainty. It offers policy recommendations for optimizing land service delivery, particularly in urban areas with growing population pressures. The results are expected to inform future improvements in the national land certification strategy, especially in enhancing accessibility, transparency, and administrative efficiency.

Keywords

Systematic Land Registration, Public Administration, Policy Implementation, Legal Certainty, Bengkulu Land Office.

Introduction

Land plays a central role in the economic, social, and legal systems of any nation. In Indonesia, the significance of land is magnified by the country's agrarian roots, where land ownership is deeply intertwined with cultural identity, social security, and economic livelihood (Winoto, 2009). As a finite resource with ever-increasing demand due to population growth and urban expansion, land has become a major source of conflict and contestation. The urgency of providing legal certainty over land ownership has therefore become a central concern in Indonesian land policy discourse.

One of the core mechanisms for securing land rights is formal land registration. This process provides legal recognition of land ownership and functions as a crucial instrument for preventing disputes, promoting investment, and facilitating development. However, in practice, the rate of land registration in Indonesia has historically been low, resulting in vast areas remaining undocumented and susceptible to overlapping claims (Lindsey, 1998). The fragmented and sporadic nature of previous registration programs further exacerbated legal uncertainty for millions of landholders. In response to these long-standing challenges, the Indonesian government launched the Systematic Land Registration Program (Pendaftaran Tanah Sistematis Lengkap – PTSL) through Ministerial Regulation No. 12 of 2017. This initiative marked a paradigm shift from voluntary and individual registration to a comprehensive, government-driven effort to document all land parcels within a given administrative area. The objective is to create a complete and up-to-date land registry that enhances public access to land services and legal protection (BPN, 2017).

PTSL integrates various innovations including digital tools, community-based mapping, and streamlined procedures to accelerate land titling. Key applications such as *Sentuh Tanahku* and *Loketku* have been introduced to increase transparency and citizen engagement in land administration. These tools represent Indonesia's broader movement toward e-governance and public service reform. As part of the national priority agenda, PTSL is expected to certify more than 126 million land parcels by 2025 (Daryono, 2020). Despite its potential, the implementation of PTSL is not without controversy. While the program has been praised for its scale and ambition, critics point to uneven execution, limited public awareness, insufficient capacity at local land offices, and bureaucratic inertia as factors undermining its effectiveness (Sari & Nugroho, 2019). The divergence in implementation outcomes across regions highlights the need for empirical studies that examine how PTSL operates in specific local contexts.

Previous research has offered insights into the factors influencing policy implementation in land governance. According to Edward III's theoretical model, four key variables—communication, resources, disposition, and bureaucratic structure—determine the success of policy implementation (Edward, 1980). These dimensions are especially relevant in the case of PTSL, where institutional coordination, technical expertise, and stakeholder commitment play pivotal roles. This study adopts Edward III's framework to evaluate the implementation of the PTSL program in Bengkulu City, an area where land disputes, limited public knowledge, and administrative challenges have historically constrained effective land governance. Bengkulu's urban expansion and demographic growth further intensify the importance of efficient land certification systems that can support sustainable development.

The research employs a qualitative descriptive method, drawing on interviews with local officials and community members involved in the PTSL process. It investigates how well the program has been communicated, the adequacy of available resources, the commitment of personnel, and the functionality of bureaucratic structures. This local-level analysis is critical for identifying best practices and addressing systemic constraints in the field. By focusing on the

Bengkulu City case, this paper contributes to the broader literature on public administration and land governance in Indonesia. It offers empirical evidence of how national policies are translated into local practice and the conditions under which such translation succeeds or falters. The findings are intended to inform policymakers, land administrators, and researchers seeking to improve land governance strategies.

Ultimately, the study aims to assess the effectiveness of the PTSL program in Bengkulu City and to draw lessons for enhancing future land registration initiatives. The principal conclusions underscore the need for improved inter-agency coordination, capacity building, and community engagement to ensure that land certification programs serve the public equitably and efficiently.

Methods

This study employs a qualitative descriptive approach to explore the implementation of the Systematic Land Registration Program (PTSL) at the Land Office of Bengkulu City. The qualitative method was chosen to allow in-depth investigation of social phenomena in their natural settings, enabling researchers to capture nuanced insights into policy implementation dynamics. The study was conducted from April to May 2023 and involved data collection through in-depth interviews, direct observation, and document analysis. The research adhered to ethical standards for social research and did not involve any interventionary procedures on human or animal subjects, thus no formal ethical approval was required.

Primary data were collected through purposive sampling, targeting key informants directly involved in the implementation of PTSL, including two government officials from the Land Office of Bengkulu and two community participants who had engaged with the program. Semi-structured interview guides were used to ensure consistency while allowing flexibility to explore emerging themes. All interviews were recorded with prior consent and transcribed verbatim. Observational data were gathered during visits to public service counters and program socialization sessions within selected sub-districts.

Secondary data were obtained from internal reports, regulatory documents, public records, and statistical summaries provided by the Land Office. Triangulation was applied across multiple data sources to ensure the credibility and validity of the findings. Data analysis followed the interactive model proposed by Miles and Huberman (1994), comprising three steps: data reduction, data display, and conclusion drawing/verification.

No computer code or quantitative datasets were generated during this study. All relevant materials including interview transcripts, analysis notes, and field documents are available upon reasonable request to the corresponding author. There are no restrictions on the availability of materials or information related to this research.

Results and Discussion

The study revealed that the implementation of the Systematic Land Registration Program (PTSL) in Bengkulu City involves a multi-level coordination strategy across government units, community leaders, and the local population. The process follows the national regulation outlined in the Ministerial Decree No. 12 of 2017 and is structurally aligned with the adjudication system managed at the kelurahan level. The total number of land certificates issued in Bengkulu City during 2023 was 1,000. These certificates were distributed across nine districts, with the highest issuance in Ratu Agung (377 certificates) and the lowest in Selebar (0 certificates), suggesting

regional disparities in program outreach and community engagement.

Communication has played a vital role in the successful dissemination of information regarding PTSL. The research found that adjudication teams conducted public outreach through physical meetings and social media platforms, ensuring that citizens were well-informed about the purpose, procedure, and benefits of the program. The implementation team used structured public counseling sessions to explain legal and technical processes, such as collecting physical and juridical data for land registration. These activities were particularly effective in establishing trust with the community and ensuring procedural clarity.

Respondents from the community expressed satisfaction with the information provided by the adjudication officers, noting that communication was clear, transparent, and delivered consistently in line with existing regulations. This led to a strong perception of government credibility and increased participation in the program. In terms of resources, the research identified that human resources were adequately prepared and deployed. A total of 40 officers, including adjudication staff from the kelurahan, were involved in field data collection and registration support activities.

These personnel were selected based on their technical qualifications and underwent training before deployment. Their roles were clearly defined, ensuring operational consistency and minimizing administrative errors during the implementation phase. Financial resources for the PTSL program were secured through allocations from the national budget, managed by the Kantah (Land Office) and based on a ministerial joint decree. The funds were deemed sufficient to support the full range of registration activities during the 2023 period.

Additional budget support was allocated for community outreach, legal assistance, and logistical operations, further enhancing the effectiveness of the program's implementation. In terms of infrastructure, the Land Office of Bengkulu City was equipped with sufficient facilities to support the registration process. Interviewed staff confirmed that workspaces, data recording tools, and verification systems were available and functional during the implementation period. This access to adequate infrastructure contributed positively to the efficiency of the adjudication teams, who were able to process applications within expected timeframes and without major technical issues.

Disposition, or the attitude and commitment of implementing agents, emerged as a strong positive factor in the program's success. Interviewees from the community reported that the staff demonstrated integrity, accountability, and professionalism throughout the implementation process. These qualities were seen as essential in building public trust and promoting voluntary participation in the land registration initiative.

The implementing officers themselves emphasized that their commitment to following existing regulations and achieving PTSL targets was a matter of institutional responsibility. Their adherence to Standard Operating Procedures (SOPs) ensured that program activities aligned with national policy expectations. Bureaucratic structure was another key dimension evaluated. The program's implementation in Bengkulu relied on a clear delegation of authority, well-defined job descriptions, and proper adherence to operational guidelines.

Responsibilities were distributed based on functional expertise, and tasks were conducted according to the outlined SOPs. This minimized redundancies and streamlined workflow across departments involved in the program. The study also found that potential issues with bureaucratic fragmentation—often cited as a barrier to policy implementation—were effectively mitigated

through strong vertical coordination and clear lines of reporting within the Land Office.

The organizational structure supporting PTSL implementation allowed for efficient communication and task execution, reducing the risk of administrative bottlenecks that could delay certification issuance. Finally, while the overall implementation of PTSL was evaluated as effective, several obstacles were identified, including inconsistent public understanding of legal procedures and occasional delays in documentation verification. Despite these challenges, the Land Office in Bengkulu successfully met its certification targets and demonstrated strong institutional capacity in administering a large-scale registration initiative. These outcomes suggest that PTSL, when implemented with adequate planning, communication, and resource support, can achieve meaningful results in securing land rights and improving public trust in governance systems.

Conclusion

The research findings indicate that the PTSL program in Bengkulu City was implemented with a high degree of administrative and operational effectiveness. The combination of well-structured communication strategies, sufficient human and financial resources, and a clear bureaucratic framework contributed significantly to the program's ability to achieve its land certification targets. Community engagement was facilitated through consistent public outreach and the use of digital applications, which helped increase awareness and trust in the registration process.

Moreover, the dedication and professionalism of the implementing personnel played a pivotal role in ensuring compliance with regulatory standards and in maintaining transparency throughout the program. The staff's adherence to Standard Operating Procedures (SOPs) and their responsiveness to community concerns demonstrated institutional accountability, which is crucial for public service legitimacy. The coordination among government actors and the delegation of responsibilities according to expertise further streamlined the implementation process.

Despite these strengths, the study also identified challenges such as limited legal literacy among citizens and occasional delays in administrative verification. Addressing these issues in future implementations will be essential to maximizing the program's impact. Overall, the PTSL program in Bengkulu serves as a model for how structured public policy, when executed with appropriate resources and stakeholder collaboration, can effectively enhance legal certainty and support equitable access to land rights.

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