

Implementation of the Complete Systematic Land Registration (PTSL) Policy at the Bogor Regency I Land Office in 2025

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ABSTRACT

This study examines PTSL (Complete Systematic Land Registration) implementation at the Bogor Regency I Land Office in 2025, converting land-parcel backlog from cluster K3 to K1 under Decree No. 162/SK-32.01.UP.02.01/IV/2025, using Edwards III model (communication, resources, disposition, bureaucratic structure) to identify supporting/inhibiting factors and remedies. A descriptive qualitative case study used in-depth interviews with two key informants in July 2026, and document analysis. Findings show strong communication and bureaucratic-structure variables, a moderate resource variable offset through partnerships with licensed surveyors (KJSB) and cadastral assistants (ASK), and high implementer disposition from intrinsic motivation. Inhibiting factors included community-expectation gaps and limited technical staffing. Combined strategies achieved 100 percent of Team I targets, indicating the need for stronger communication and standardized partnerships.

INTRODUCTION

Land is a natural resource that plays a strategic and multidimensional role in national life, serving simultaneously as a primary factor of production, an object of rights whose control must be legally ordered, and a source of socio-cultural identity for communities. Law No. 5 of 1960 concerning the Basic Agrarian Regulations affirms that the state is authorized to regulate and manage land for the greatest prosperity of the people, subsequently translated into various land-registration policies to provide legal certainty to citizens (Harsono, 2017). Data from the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency record that, of an estimated 126 million land parcels in Indonesia, only about 90 million had been registered and certified by the end of 2024, leaving approximately 36 million parcels unregistered and potentially a source of administrative inefficiency and disputes (Ministry of Agrarian Affairs and Spatial Planning/National Land Agency, 2024). Internationally, evidence from systematic reviews and cross-country studies indicates that secure, registered land tenure is strongly associated with improved investment incentives, reduced land disputes, and better human well-being and environmental outcomes, underscoring the global academic and policy relevance of strengthening land-registration policies such as PTSL (Tseng et al., 2021; Sugathadasa & Hemachandra, 2026).

In response to this issue, the Government launched the Complete Systematic Land Registration Program (Pendaftaran Tanah Sistematis Lengkap/PTSL) as a National Strategic Program that registers all land parcels within a village/sub-district area simultaneously, without waiting for individual applications (Winarno, 2016). Bogor Regency, as a buffer area of the national capital under high pressure of land-use conversion, faces a land-administration burden that led to its institutional division into the Bogor Regency I and II Land Offices in 2024. Of the total 1,444,621 land parcels within the working area of the Bogor Regency I Land Office, 287,203 parcels (19.88 percent) remain unregistered, forming the basis for setting the 2025 PTSL budget-year target of 9,437 land parcels across 30 villages/sub-districts, as stipulated in Decree Number 162/SK-32.01.UP.02.01/IV/2025. An important phenomenon marking the 2025 PTSL implementation is the shift in policy focus from measuring new land parcels to converting land parcels in cluster K3 (measured but not yet certified) into cluster K1 (certified) – a policy that optimizes previous measurement investments but creates its own communication challenges amid structural limitations in technical civil-servant human resources for land affairs.

A mapping of prior research (Table I) shows that studies on PTSL implementation generally focus on aspects of legal certainty, community participation, or national-level agrarian reform, and have not extensively examined the specific phenomenon of K3-to-K1 backlog conversion or third-party partnership strategies (with KJSB and ASK) in the context of a peri-urban area under high urbanization pressure such as Bogor Regency. This gap constitutes the academic position and novelty of the present study.

Based on the foregoing, this study formulates three research questions: (1) how is the PTSL policy implemented at the Bogor Regency I Land Office in terms

of communication, resources, disposition, and bureaucratic structure based on the Edwards III model; (2) what factors support and inhibit the implementation of the PTSL policy; and (3) what measures has the Bogor Regency I Land Office taken to overcome implementation barriers in order to ensure target achievement. In line with these questions, this study aims to describe and analyze PTSL policy implementation through the four Edwards III variables, identify the supporting and inhibiting factors of implementation, and describe and recommend measures to overcome the barriers to PTSL implementation in 2025.

LITERATURE REVIEW

A. Policy Implementation Theory: The Edwards III Model

Policy implementation is understood as the actions carried out by individuals, officials, or groups, whether governmental or private, that are directed toward achieving the objectives set out in policy decisions (Van Meter & Van Horn, as cited in Agustino, 2020). George C. Edwards III proposed the "Direct and Indirect Impact on Implementation" model, which identifies four critical variables determining implementation success: communication, resources, disposition, and bureaucratic structure (Edwards III, 1980). The communication variable encompasses the transmission, clarity, and consistency of policy delivery to implementers; the resources variable encompasses staff, information, authority, and facilities; the disposition variable refers to the cognition, direction, and intensity of implementers' responses to the policy; and the bureaucratic-structure variable encompasses compliance with Standard Operating Procedures and the degree of fragmentation of responsibility across units. These four variables form an interacting system, rather than an arithmetic sum of each variable's condition considered separately (Edwards III, 1980).

B. Supporting Theories

The Edwards III model is enriched with three supporting theories. Street-level bureaucracy theory explains the discretion and risk of structural exhaustion (burnout) faced by field implementers who interact directly with citizens amid resource limitations (Lipsky, 1980). Two-factor motivation theory explains that implementers' work motivation is shaped by intrinsic motivator factors (achievement, recognition, responsibility), distinct from extrinsic hygiene factors (Herzberg, as cited in Keban, 2014). Collaborative-governance theory within the New Public Governance framework explains partnership strategies with non-public actors as a form of expanding state capacity through networks of public and non-public actors (Osborne, 2006), relevant for explaining the Bogor Regency I Land Office's partnership strategy with Licensed Surveyor Service Offices (KJSB) and Cadastral Surveyor Assistants (ASK). This partnership pattern is consistent with recent Indonesian scholarship documenting the expanding formal role of licensed cadastral surveyors as extension actors within the national land-registration system (Djabbarudin, 2020).

C. Conceptual Framework

The conceptual framework of this study begins with the problem of a backlog of 287,203 unregistered land parcels (19.88 percent) within the working area of the Bogor Regency I Land Office, addressed through the PTSL policy, which in 2025 specifically directs the conversion of cluster K3 to K1 as stipulated in Decree No. 162/SK-32.01.UP.02.01/IV/2025. This implementation process is analyzed through the four Edwards III variables, which simultaneously and interactively determine implementation quality: a weakness in one variable, such as limited human resources, can be compensated by strength in another, such as high implementer disposition and bureaucratic-structure efficiency. The output of the implementation process is the realization of land-certification targets and the quality of physical-juridical data, while the long-term outcome expected is improved legal certainty, reduced land disputes, and a complete and accurate land database, with implementation results feeding back into policy refinement in the subsequent cycle.

TABLE I PRIOR RESEARCH AND THE POSITION OF THIS STUDY

Author (Year)	Focus	Method	Gap Relative to This Study
Sumarno & Wahyudi (2021)	PTSL implementation in Sleman Regency	Qualitative descriptive	Focus on Bogor Regency I; four Edwards III variables; context of K3-to-K1 backlog and third-party partnership
Fitriani & Kurniawan (2020)	Effectiveness of PTSL for legal certainty, Central Java	Quantitative (survey)	Qualitative approach with in-depth interviews; peri-urban Jabodetabek object
Prasetyo (2022)	PTSL implementation based on the Edwards III model, Malang Regency	Qualitative	Enriched with Lipsky and Herzberg supporting theories for disposition and burnout analysis
Rahmawati & Santoso (2021)	Agrarian reform and PTSL, national policy study	Qualitative (document study)	Empirical research based on direct interviews with implementers, not document study
Hendriyana & Mulyadi (2022)	Community participation in PTSL, Cianjur Regency	Qualitative (interviews & FGD)	Covers all implementation variables, not only participation; KJSB/ ASK partnership strategy

Source: Compiled from five prior studies (2020–2022), mapped for this study.

The comparison in Table I shows that prior research on PTSL tends to focus on a single aspect — whether legal certainty, community participation, or national-level agrarian reform. This study fills that gap by comprehensively

applying the Edwards III model to a newly divided institutional entity (the Bogor Regency I Land Office), with a specific focus on the phenomenon of K3-to-K1 backlog conversion in 2025 and third-party partnership strategies that have not been extensively explored by prior research.

METHODOLOGY

A. Research Approach and Design

This study employs a descriptive qualitative approach with a single case-study strategy, because the implementation of the 2025 PTSL policy at the Bogor Regency I Land Office is a contemporary, clearly bounded phenomenon that requires an in-depth understanding of the context, actors, and policy dynamics unfolding in the field (Yin, 2018).

B. Location, Informants, and Data-Collection Techniques

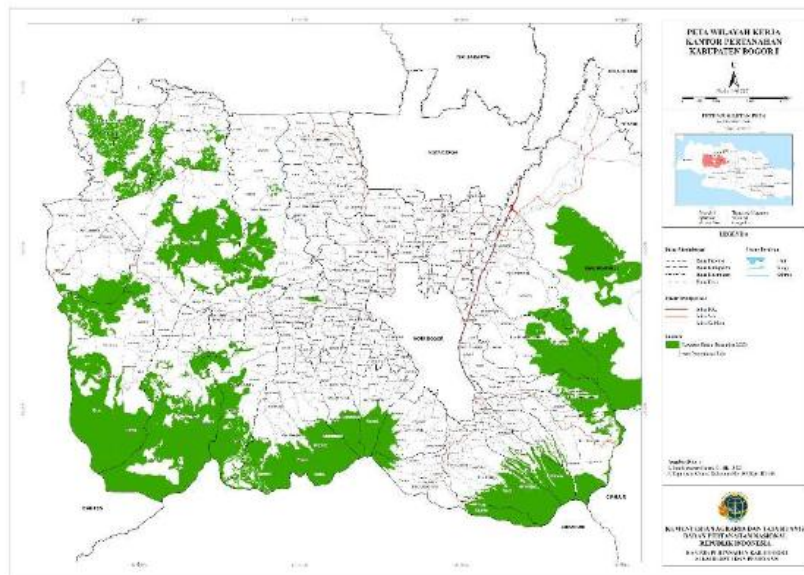


Fig. 1 Work-area map of the Bogor Regency I Land Office

The study was conducted at the Bogor Regency I Land Office, headquartered in Cibinong Sub-district, with a working area covering 33 sub-districts, 19 urban wards, and 340 villages across approximately 221,509.72 hectares. Informants were selected using purposive sampling, with two key informants interviewed: the Head of the Land Rights Determination and Registration Section (I1, representing the policy and managerial perspective) and the Chairperson of PTSL 2025 Physical Task Force Team I (I2, representing the technical-operational field perspective), interviewed on 20–21 July 2026. Data were collected through in-depth interviews, observation, and documentary study of official documents (Decrees, Technical Guidelines, and Quarterly Performance Reports). This purposive selection prioritized informants who could jointly represent the policy/managerial and technical-operational perspectives within the Land Office itself, given the compressed 2025 fiscal-year implementation window under Decree No. 162/SK-32.01.UP.02.01/IV/2025; external informants such as village officials and beneficiary communities were

not included in this data-collection phase, and this scope boundary is addressed explicitly in the Advanced Research section as a direction for follow-up inquiry.

C. Data-Analysis Technique and Data Validity

Data analysis was conducted through three stages: data reduction, data display, and conclusion drawing/verification (Miles & Huberman, 1994). Data validity was tested through source triangulation, method triangulation, time triangulation, member checking, and extended observation, to ensure that the research findings can be methodologically accounted for.

RESEARCH RESULT AND DISCUSSION

A. PTSL Policy Implementation Viewed through the Four Edwards III Variables

The communication variable was in a fairly good condition: the 2025 PTSL Technical Guidelines were clearly available with a focus on K3-to-K1 backlog conversion, and tiered socialization from the Land Office to village/sub-district governments down to neighborhood/community units (RT/RW) proceeded with the involvement of village heads in the Adjudication Committee. However, the gap in expectations among citizens whose land had been measured in previous years but whose certificates had not yet been issued had not been managed systematically, constituting a significant communication barrier.

The resource variable was in a moderate condition but was adaptively addressed. The Bogor Regency I Land Office faces a limited number of certified civil-servant surveyors, consisting of only one Deputy Head of the Physical Division and one civil-servant Physical Task Force member per team, amid a high routine service burden. This limitation was compensated through a partnership strategy with Licensed Surveyor Service Offices (KJSB) and Cadastral Surveyor Assistants (ASK) as technical implementation partners – an adaptive form of collaborative governance that expands organizational capacity through networks of non-public actors. This finding is consistent with technical-legal analyses of Indonesia's complete cadastre showing that boundary-fixing quality and registration completeness depend heavily on involving qualified surveying actors beyond core civil-servant capacity (Martono et al., 2021).

The disposition variable was in a high condition, marked by differentiated leadership commitment between administrative supervision (Head of Office) and field verification (Team Chairperson), a very high work ethic among implementers extending to night and holiday work, and a proportional reward-punishment system. However, reliance on this super-normal individual motivation carries a potential risk of structural exhaustion (burnout) over the long term.

The bureaucratic-structure variable was in a strong condition, with a high level of compliance with Standard Operating Procedures, procedural debottlenecking from 30 to 14 days accompanied by delegation of authority, and a hybrid coordination mechanism combining digital chat groups and weekly briefings. These four variables do not operate separately: the strength of bureaucratic structure and disposition function as a coping mechanism for STRUCTURAL weakness in the resource variable, confirming that

implementation success is the result of a systemic configuration of all four variables.

B. Supporting and Inhibiting Factors of Implementation

The supporting and inhibiting factors of 2025 PTSL implementation at the Bogor Regency I Land Office are summarized in Table II. Supporting and inhibiting factors proved not to stand independently but to be interrelated in a pattern of structural compensation: the main supporting factors (clarity of Technical Guidelines, KJSB/ASK partnership, leadership commitment, procedural debottlenecking) collectively offset structural inhibiting factors such as limited civil-servant human resources, while the gap in community expectations regarding backlog conversion remained a communication barrier that had not yet been fully resolved.

TABLE II SUPPORTING AND INHIBITING FACTORS OF PTSL IMPLEMENTATION

Variable	Supporting Factors	Inhibiting Factors
Communication	Clear Technical Guidelines focused on K3→K1 backlog; tiered socialization; village-head involvement	Gap in citizen expectations regarding measured but not yet certified land
Resources	Effective partnership with KJSB & ASK; integrated civil-servant-partner-village team	Limited technical civil-servant human resources; high routine service burden; dependency on partners
Disposition	Differentiated leadership commitment; high work ethic; proportional reward-punishment	Dependency on super-normal individual motivation; long-term burnout risk
Bureaucratic Structure	High SOP compliance; debottlenecking from 30→14 days; hybrid coordination	Sustainability of procedural simplification depends on regulatory consistency

Source: Compiled by the researchers from interview results and documentary study, 2026.

C. Measures to Overcome Implementation Barriers

Five categories of measures taken by the Bogor Regency I Land Office were identified: sharpening the policy focus on backlog completion, strategic partnerships with third parties (KJSB and ASK), regulation-based procedural simplification, strengthening hybrid digital-conventional coordination, and direct field verification by the Team Chairperson to maintain program integrity. These five measures directly respond to the inhibiting factors identified, particularly limited human resources, but their effectiveness rests on conditional elements — third-party partnership, individual work ethic, and procedural

flexibility — such that their sustainability requires medium-term structural strengthening.

D. Achievement of 2025 PTSL Implementation

Based on confirmation from the Chairperson of Physical Task Force Team I, the 2025 PTSL target for Team I was realized at 100 percent of the set target. However, the stage of distributing certificates to beneficiary communities had not reached 100 percent, because some beneficiaries had not completed the required administrative documents. Based on the data available from the two internal informants, this study is able to confirm that incomplete administrative documentation at the beneficiary level was the identified bottleneck at the certificate-distribution stage; however, verifying the precise types of documents involved, the administrative stage at which each is required, and the underlying reasons for incompleteness would require direct data collection from beneficiary communities or village-level administrative records, which lies beyond the scope of the present informant set. This is identified as a concrete direction for the external-informant expansion noted in the Advanced Research section, rather than a gap that can be closed through document analysis alone — a stage that structurally depends on active citizen participation. This finding confirms that the implementation of land-certification policy is bipartite in nature, requiring active willingness from both the state as the provider of legal guarantees and citizens as holders of juridical data, such that successful certificate issuance does not automatically mean the entire policy-implementation cycle is complete.

E. Theoretical and Practical Implications

Theoretically, these findings strengthen the relevance of the Edwards III model in the context of contemporary Indonesian land policy, particularly in explaining how strength in the bureaucratic-structure and disposition variables functions as a compensatory mechanism for structural weakness in the resource variable, rather than as an arithmetic sum of each variable's condition considered separately. This study also demonstrates the importance of enriching the Edwards III model with street-level bureaucracy theory to explain the burnout risk faced by field implementers, two-factor motivation theory to explain intrinsic motivation amid resource limitations, and collaborative governance to explain partnership strategies with non-public actors.

Practically, the finding regarding the gap in community expectations toward K3-to-K1 backlog conversion indicates the need for additional, proactive communication strategies that explain the stages and technical reasons for conversion to the public. For the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency, the structural vulnerability arising from dependency on third-party partnerships, individual work ethic, and procedural flexibility indicates the need for a proportional increase in technical land-affairs civil-servant positions and the development of an official national standard for KJSB and ASK partnerships. This recommendation is consistent with global comparative evidence that formalized, standardized title-registration partnership arrangements improve program consistency and tenure-security outcomes (Sugathadasa & Hemachandra, 2026).

CONCLUSIONS AND RECOMMENDATIONS

Implementation of the 2025 PTSL policy at the Bogor Regency I Land Office shows a varied profile across the four Edwards III variables: communication was fairly good but left a gap in citizen expectations; resources were in a moderate condition but were adaptively resolved through KJSB and ASK partnerships; disposition was high, with strong intrinsic motivation among implementers; and bureaucratic structure was strong, marked by SOP compliance and significant procedural simplification. These four variables interact systemically, with the strength of bureaucratic structure and disposition compensating for structural weakness in resources. The main supporting factors include clarity of Technical Guidelines, strategic partnerships, leadership commitment, and procedural-simplification innovation; the main inhibiting factors include the gap in community expectations, limited civil-servant human resources, and dependency on individual motivation that risks burnout. Five measures have been taken to address these barriers, reflected in Team I's 100 percent target realization, although the certificate-distribution stage still depends on the administrative completeness of some beneficiaries.

This study recommends: for the Bogor Regency I Land Office, developing a visual communication strategy regarding the stages of backlog conversion, and institutionalizing KJSB/ASK partnerships through standardized cooperation agreements and a more structured implementer appreciation system; for the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency, a proportional increase in cadastral-surveyor civil-servant positions and a national guideline for third-party partnership standards; for the Bogor Regency Government, strengthening regional-budget support for public socialization and community assistance, as well as cross-agency coordination of land data; and for future research, expanding informants to include the Head of Office, village governments, and beneficiary communities, conducting a longitudinal study of the sustainability of achievements, and a comparative study between the Bogor Regency I and II Land Offices. Future research is also encouraged to empirically verify the specific administrative documents that impede certificate distribution at the beneficiary level.

ADVANCED RESEARCH

This study has certain limitations: primary data were sourced from two key informants representing the managerial and technical-operational perspectives, and did not yet cover the perspectives of the Head of Office, village governments, or beneficiary communities directly, including the specific types of administrative documents that impeded certificate distribution at the beneficiary level; and the study focused on Team I, so that the finding of 100 percent target achievement may not necessarily represent the condition of Team II. As a descriptive qualitative single case study, these findings are contextual and are not intended to be statistically generalized, although the pattern regarding technical human-resource limitations and partnership strategies holds conceptual relevance for studies in other locations.

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