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Resolution of Overlapping Land Certificate Disputes in the Complete Systematic Land Registration (PTSL) in Sidayu Village, Batang Regency

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Abstract

Land is a vital resource with social, economic, and legal value, thus requiring legal certainty through land registration. The Indonesian government has implemented the Comprehensive Systematic Land Registration Program (PTSL) to accelerate land certification and provide legal protection to the public; however, overlapping land certificates remain an issue in its implementation. This study aims to analyze the factors causing overlapping land certificates and the mechanisms for resolving them in the implementation of the PTSL in Sidayu Village, Batang Regency. The research method used is qualitative with an empirical juridical approach through the

collection of primary data in the form of interviews and secondary data in the form of laws and regulations as well as related documents. The results of the study indicate that land certificate overlaps are caused by technical factors, namely the quality of land data in KW 456, which has not been digitally mapped; social factors, such as miscommunication among the community regarding PTSL procedures; and administrative factors, such as the disorganization of the Village Book C administration. Resolution efforts involve improving land data quality through remapping and data validation, optimizing public outreach, and streamlining the administration of the Village Book C through data updates, digitization, and integration with the ATR/BPN system. Consequently, comprehensive and integrated resolution measures are necessary to ensure legal certainty and prevent future land disputes.

Keywords

PTSL, Land Overlap, Legal Certainty

A. Introduction

Land refers to the earth's surface managed by the state for the public interest, a definition stated in Article 33, Paragraph (3) of the 1945 Constitution of Indonesia: "Land, water, and natural resources within them, whose control is entrusted to the Republic of Indonesia, must be used for the greatest welfare of the people."¹ Land is vital to human life not only for basic needs such as food, clothing, and shelter, but also because humans need land to live on.² This demonstrates that land and humans share a close relationship. Land can be used for housing, agriculture, economic activities, and so on. Land is considered to have a compelling resale and investment value, as its selling price

¹ The 1945 Constitution of the Republic of Indonesia

² Riska Kurnia Ningsih and Hadi Tuasikal, "Challenges and Solutions in the Implementation of Mediation as an Alternative for Land Dispute Resolution," *Journal of Dual Legal Systems* 2, no. 1 (2025): 70–89, <https://doi.org/10.58824/jdls.v2i1.323>.

increases significantly each year, especially if it is strategically located and easily accessible, such as near economic and educational zones. In Indonesia, land is governed by Agrarian Law and is subject to complex regulations regarding acquisition methods, management, and the resolution of disputes that frequently arise from land ownership rights. Agrarian law, as detailed in Law No. 5 of 1960 on the Basic Principles of Agrarian Law (UUPA), governs the legal dimensions of land that are directly related to land rights.³ To realize a prosperous society, the government has implemented and mandated land registration to obtain land ownership certificates.⁴ The government ensures legal certainty by conducting land registration throughout the territory of the Republic of Indonesia, as stipulated in Article 19(1) of the UUPA. Land registration, which serves as a guarantee of legal certainty regarding land ownership among the public, was initially regulated by Government Regulation No. 10 of 1961 on Land Registration and was subsequently refined by Government Regulation No. 24 of 1997 on Land Registration. Here, legal certainty is guaranteed by the "rechtscadaster," which means it applies solely to land registration and pertains only to existing rights and ownership, not to other matters such as taxation. This is reaffirmed in Article 19 (2) of the Land Administration Law (UUPA), which stipulates that land registration consists of three main components: 1) Surveying, mapping, and recording the land's cadastral data; 2) Registration of land rights and their transfers; and 3) Providing valid proof of rights as a strong means of evidence.⁵

In an effort to accelerate the simultaneous and comprehensive registration of all land parcels in the Republic of Indonesia within a single village or subdistrict, the government has established the Comprehensive Systematic

³ Law No. 5 of 1960 on Basic Principles of Agrarian Law

⁴ Ihyamus Megawati, Patittingi Farida, and Lahae Kahar, "Alternative Resolution of Mining Disputes: A Study of the Land Dispute Between the Karunsi'e Dongi Community and PT Vale Indonesia Tbk," *Amanna Gappa* 30, no. 1 (2022): 2022.

⁵ Law No. 5 of 1960 on Basic Principles of Agrarian Law (UUPA)

implementation data over the past few years. In 2019, Sidayu Village registered 875 land parcels as PTSL participants, but only 690 parcels were successfully issued certificates, while the remaining 185 parcels were rejected.

Furthermore, in 2023, 54 land parcels were registered through the PTSL program, but only 35 were successfully certified, while 19 were rejected. In 2025, the number of registrations increased again to 310 land parcels, with certificates issued for 264 parcels and 46 others unable to be processed. These data indicate that there are still a number of land parcels that cannot be certified through the PTSL program. One factor causing these rejections is the presence of overlapping ownership or land boundary disputes, which prevent the certificate issuance process from proceeding until these issues are resolved first. Consequently, a more comprehensive dispute resolution mechanism is needed to ensure the program's objectives of providing legal certainty and protection of land rights are optimally achieved.

Research by Didik Supantri and Yulia Mirwati (2024), titled "Resolution of Overlapping Land Registration Disputes in the Systematic Land Registration Program in South Solok Regency," found that conflicts are generally caused by the poor accuracy of physical and legal data during the initial registration stage, particularly regarding land measurement and boundary demarcation. Dispute resolution is mostly conducted through administrative mediation by the land office; however, its effectiveness is limited due to low community participation and the strength of claims based on informal evidence. This study concludes that the PTSL has not yet fully functioned as a dispute preventative measure but remains reactive in nature. The study "Resolution of Overlapping Land Rights Disputes Arising from PTSL" by Kholissatus Sa'adah et al. (2025) concludes that while PTSL certificates possess strong legal evidentiary weight, their legal protection becomes weak when overlaps occur due to administrative errors. Dispute resolution often drags on due to the absence of clear, standardized procedures between administrative channels and litigation. This study assesses that the state has not fully guaranteed legal certainty after PTSL certificates are issued. A study by Mira Novana Ardani

(2021), titled “Challenges in Implementing the Comprehensive Systematic Land Registration Program to Achieve Legal Certainty,” concludes that overlapping cases in PTSL are linked to structural and managerial challenges, such as high certification targets that drive a quantitative focus, resulting in suboptimal data verification. Additionally, resource constraints and low legal literacy among the public further increase the potential for conflict. Thus, disputes over overlapping certificates are not solely caused by individual errors but also by policy factors and administrative pressures in program implementation.

Based on this description, this study formulates research questions regarding the factors causing land certificate overlaps despite the implementation of the PTSL program, as well as how the dispute resolution mechanisms are applied in Sidayu Village, Batang Regency. The objective of this study is to identify and investigate the causes of overlapping land certificates as well as the dispute resolution procedures used by relevant institutions in the implementation of the PTSL program in Sidayu Village. This study offers a novel perspective, specifically examining how overlapping land certificate disputes are resolved at the village level using empirical data from 2019 to 2025. This study offers a new perspective on the challenges of implementing the PTSL in the field by combining an analysis of causal factors and resolution mechanisms within a single local case study.

This study employs a descriptive qualitative method with an empirical legal approach, aiming to examine the resolution of overlapping land certificate disputes within the PTSL Program based on applicable legal provisions and field practices. The research was conducted in Sidayu Village due to the recurring occurrence of overlapping certificate cases.

Data sources consist of primary data obtained through interviews with village officials, Land Office staff, and community members involved in the disputes, as well as secondary data in the form of laws and regulations, PTSL documents, and agrarian legal literature. Data collection was conducted through interviews, observations, and document analysis in Sidayu Village, Bandar Subdistrict, Batang Regency. The data were analyzed qualitatively by linking legal norms

and empirical facts to draw conclusions regarding the effectiveness of resolving overlapping land certificate disputes.

Data validity in this study was assessed to ensure that the data regarding the implementation of the PTSL Program in Sidayu Village, Batang Regency, accurately reflected the conditions on the ground. Validated through source triangulation, the researcher compared data obtained from village administrative documents, data from the land office, and interview results with 8 informants consisting of the Secretary of Sidayu Village, Sidayu Village Officials, Members of the Sidayu Village Regional Consultative Body (BPD), the Administrative Analyst and Legal Data Collector for Sidayu Village at the Batang Regency Land Office, and 4 PTSL participants whose land was subject to overlapping claims. Through this process, the researcher was able to ensure that the data used in this study is accurate and reliable, thereby enabling a precise explanation of the land certificate overlap issues occurring in Sidayu Village.

B. Factors Causing Land Certificate Overlaps in Sidayu Village

Land registration conducted as part of public service includes initial land registration, systematic land registration, periodic land registration, and data maintenance.⁹ Accelerating land registration throughout the Republic of Indonesia is crucial to ensuring legal certainty, protecting the public's land rights fairly and equitably, and fostering national economic growth in general and the people's economy in particular. The Comprehensive Systematic Land Registration (PTSL) is one of the land registration acceleration programs planned by the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN). Subsequently, Ministerial Regulation ATR/BPN No. 6 of 2018 on the Acceleration of Implementation of Comprehensive

⁹ Permata Intan Maharani et al., "The Comprehensive Systematic Land Registration Program (PTSL) in the Digital Age," *Student Research Journal 2*, no. 6 (2025): 471–72.

Systematic Land Registration was issued.¹⁰

This program demonstrates continuous implementation in Batang Regency from 2022 through 2025. According to achievement statistics from the Batang Regency Land Office (ATR/BPN), a total of 85,118 land parcels have been certified under the PTSL program from 2022 to 2025.

Table 1: Data on the Number of Land Parcels per Year from 2022 to 2025 by the ATR/BPN of Batang Regency

Period	Number of Land Parcels Certified Through PTSL
2022	23,783
2023	24,975
2024	19,840
2025	16,520

Source: Batang Regency Land Office, 2026

In Batang Regency, Sidayu Village is one of the villages implementing the PTSL program in 2019, 2023, and 2025. The implementation of PTSL in the village began with a Village Head's Decree on the Formation of the PTSL Committee, which is tasked with collecting participant data, supporting administrative procedures, and coordinating operations with the Batang Regency National Land Agency (BPN).

¹⁰ Regulation of the Minister of Agrarian Affairs and Spatial Planning/National Land Agency No. 6 of 2018 on the Acceleration of the Implementation of the Comprehensive Systematic Land Registration.

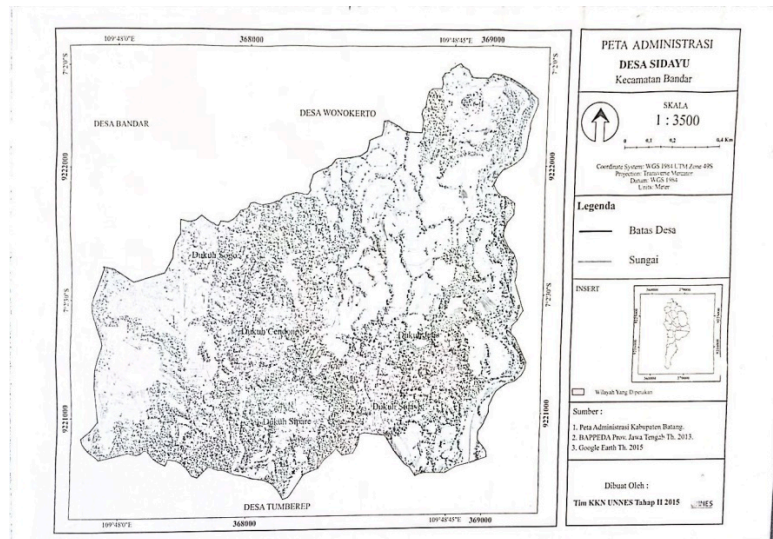


Figure 1 Map of Sidayu Village Source: Researcher's Documentation, 2026

1. Technical Factors: Land Data Quality (KW 456) Not Yet Mapped in the KKP System

The Ministry of Agrarian Affairs and Spatial Planning/National Land Agency has been transforming land and spatial planning information services since 2017. Given that municipal authorities will offer various conveniences for accessing information and public services, the land information and public service system has the capacity to support the development of smart cities. Electronic land information services are one of the service changes implemented; this service offers electronic data from a central database, including verification of the accuracy of legal and physical facts on land title certificates.¹¹ By integrating advances in information and communication technology into various land administration functions, it is hoped that public services will become simple, fast, accurate, economical, and accountable. The goal of all these

¹¹ Muhammad Edra Alamsyah and Diding Rahmat, "Legal Analysis of the Comprehensive Systematic Land Registration Program (PTSL) as an Effort to Eradicate Land Mafia Practices in Pekanbaru," LEX OMNIBUS: Journal of Constitutional Law and Public Administration 1, no. 1 (2024): 53–62.

modifications is to reduce the frequency of land conflicts, including ownership disputes and other legal actions.

In accordance with Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency No. 3 of 2023 on the Issuance of Electronic Documents in Land Registration Activities, the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN) has established an electronic system for land registration activities in addition to offering electronic information services.¹² The Ministry of ATR/BPN is carrying out digitization by converting physical files into digital documents and integrating them into an electronic system in response to various shortcomings of traditional certification. For the initial steps of land registration, an electronic system is used. This includes data transfer, tracking changes in data and information, and maintaining land registration data. Data, electronic information, and/or electronic documents are generated by the electronic system. Electronic documents, stored in the electronic system's database, contain data on legitimate and authentic land title holders, physical data, and legal data.

Land data quality must certainly be improved to facilitate the implementation of this electronic system. Land data consists of textual and spatial information regarding a parcel of land. The quality of land parcel data is categorized into 6 (six) groups, or data KW1 through KW6. KW 123 refers to registered land parcels that have been mapped on the Land Office Computerized Registration Map (KKP), while KW 456 refers to registered land parcels that have not yet been mapped on the KKP registration map. Land parcels included in the KW 456 group are those requiring data quality improvement.¹³

¹² Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency No. 3 of 2023 on the Issuance of Electronic Documents in Land Registration Activities

¹³ Minister of Agrarian Affairs and Spatial Planning. (2021). Technical Guidelines for the Comprehensive Systematic Land Registration.

Table 2 Land Data Quality

Data Availability	Quality Data					
	KW 1	KW 2	KW 3	KW 4	KW 5	KW 6
Mapped Land Parcel	Available	Yes	Yes	None	None	None
GS/SU Spatial	Yes	None	None	Yes	None	None
GS/SU Textual	Yes	Yes	None	Yes	Yes	None
Land Title	Yes	Yes	Yes	Yes	Available	There is

Source: 2019 Technical Guidelines for Systematic Land Surveying and Mapping

One of the main causes of overlapping land certificates is the existence of land parcels in categories KW 4, KW 5, and KW 6 (KW 456) that have not yet been mapped in the Land Office Computerized Registration Map (KKP). This is because the spatial data for the KW 456 group (location, boundaries, and area of the land parcels) has not been accurately integrated into the digital mapping system. Since the map references used are not yet fully valid and complete, there is a high likelihood of overlaps between land parcels when new land registrations or re-surveys are conducted within systems such as PTSL.

In practice, this situation also occurs at the ATR/BPN Office of Batang Regency, particularly during the implementation of PTSL in Sidayu Village, where land parcels classified under the KW 456 category are still identified. This un-digitized data creates difficulties in accurately identifying and verifying land parcel boundaries. When new land registration or re-surveying is conducted under the PTSL program, the use of data that is not yet validated and not fully integrated has the potential to cause errors in determining land parcel boundaries.

Analytically, this situation is one of the primary causes of overlapping land certificates. A single land parcel may be registered more than once or have boundaries that overlap with another parcel due to inaccurate spatial data within the

the land registration process. One informant, Mr. Artianti Prihatmojo, an Administrative Analyst at the ATR/BPN Office of Batang, stated that:

“There are still several parcels of land whose data has not been entered into the digital map or is not yet accurate, so that during re-surveying, boundary discrepancies may occur.”

Additionally, another informant, Mr. Jolangga Agung, the Legal Data Collector at the ATR/BPN Office in Batang, also noted:

“Old data that has not been properly mapped often poses a challenge, because when entered into the new system, it can overlap with other parcels.”

These statements indicate that the existence of KW 456 data is indeed one of the key factors triggering land certificate overlaps in the field.

Thus, it can be concluded that inaccuracies and incompleteness in land data, particularly within the KW 456 category, constitute a structural factor that significantly contributes to land certificate overlaps. Therefore, efforts to improve data quality through remapping, comprehensive data validation, and optimization of digital systems are necessary to ensure that the objective of land registration to provide legal certainty is achieved to the fullest extent.

2. Social Factors: Misunderstandings by Applicants in the Implementation of the PTSL Program in Sidayu Village

Misunderstandings or miscommunication on the part of applicants are one of the factors causing overlapping land certificates during the PTSL Program in Sidayu Village. The objectives and rules of this program, which are primarily aimed at registering uncertified land to provide legal clarity regarding land ownership rights, are poorly understood by the general public, leading to this confusion. In reality, some people believe that the PTSL program applies universally to all forms of land administration.¹⁷ The underlying causes of

¹⁷ Fredy, Baso Madiung, and Andi Tira, “MAMUJU TENGAH REGENCY ON THE OCCURRENCE OF LAND DISPUTES INVOLVING DUPLICATE LAND CERTIFICATES: Analysis of the Implementation of the Responsibilities of the Land Office of Mamuju Tengah

this include selling portions of a land parcel, allocating land to heirs, or altering land boundaries without following formal procedures . In fact, for land that is already certified, the proper mechanisms to follow are through certificate subdivision, consolidation, or transfer of rights.

When previously registered land data is re-recorded as a new object in the PTSL system, this re-registration procedure can cause significant problems. Duplication of land data can occur due to inadequate data verification and validation procedures. Ultimately, this results in overlapping land certificates, which may take the form of overlapping boundaries between land parcels or a single land parcel holding multiple certificates.¹⁸

The Theory of Legal Certainty and the Theory of Land Administration can be used to evaluate the phenomenon of miscommunication among applicants during the PTSL Program, which leads to the re-registration of certified land.¹⁹ First, according to Gustav Radbruch's concept of legal certainty, the law must provide clarity, precision, and predictability in its application. Legal certainty demands that every legal object, including land, have a clear status and not give rise to multiple interpretations.²⁰ The principle of legal

Regency in Handling Land Disputes with Overlapping Land Certificates," Indonesian Journal of Legality of Law E-ISSN 7, no. 2 (2025): 189–201, <https://doi.org/10.35965/ijlf.v7i2.6092>.

¹⁸ Titin Ani, Rihantoro Bayuaji, and Nuryanto Ahmad Daim, "Mechanisms for Implementing the Comprehensive Systematic Land Registration (PTSL) Program in Indonesia," *Wijaya Putra Law Review* 3, no. 2 (2024): 130–59.

¹⁹ Nafa Anggreany Lette, Jacoba D. Niga, and Rouwland A. Benyamin, "The Effectiveness of Implementing the Comprehensive Systematic Land Registration (PTSL) in the Context of Free Certificate Issuance (A Study in Manulai II Subdistrict)," *Kybernology Journal of Government and Public Administration* 3, no. 1 (2025): 330-46, <https://doi.org/10.71128/kybernology.v3i1.296>.

²⁰ Journal of Engineering, Agrotechnology, and Science, and Gustio Randa, "Identification of Overlapping Land Plots in the Comprehensive Systematic Land Registration Program" 2, no. 1 (2023): 9–17.

certainty is violated in the context of PTSL when the public believes that any land can be re-registered without regard to the conditions of the previous certificate. Consequently, a single plot of land has multiple legal bases for claims, which raises questions and can lead to disputes.

Furthermore, the legal system must be structured consistently and hierarchically, in accordance with Hans Kelsen's Pure Theory of Law. All legal processes, including land registration, must comply with relevant standards. The re-registration of land that has been certified through the PTSL process does not follow the correct procedure, namely using the method of division or transfer of rights. This inconsistency indicates a violation of the land administration norm system, which ultimately results in inconsistent land data.

Second, from the perspective of land administration theory, land registration is a system designed to establish orderly administration and provide legal protection to rights holders. This approach highlights the importance of accurate legal data (ownership status) and physical data (location, boundaries, and land area).²¹ The re-registration of land that has been approved due to a communication error on the part of the applicant is a sign of a breakdown in administrative order, particularly in data validation and verification procedures. Data duplication and overlapping certifications can result from this.

Based on interviews conducted with several PTSL applicants in Sidayu Village, it was found that one of the main causes of overlapping land certificates is the public's misunderstanding of the PTSL program. One applicant, Mr. Ratusan, stated that:

"We thought all land could be included in the PTSL program to immediately obtain a new certificate, including land that already has a certificate, because we wanted to divide it among our children."

This statement indicates that the community does not

²¹ Jefri Jefri et al., "Socialization of Sporadic Land Registration and PTSL to the Community in Lumban Binanga Village," *Journal of Social Service* 2, no. 8 (2025): 3939–47.

yet fully understand that the PTSL program is not intended for land that already has a certificate. Another applicant, Mrs. Yatin Csripah, also noted that:

“We didn’t know that to subdivide land, we had to go through the certificate subdivision procedure, not re-register it through PTSL.”

From these interviews, it can be concluded that there is a gap in understanding between the applicable legal provisions of the Land Registration Program and the practices carried out by the community. The lack of effective outreach and limited legal understanding are factors contributing to errors in the land registration process.

Thus, miscommunication on the part of applicants is not merely an individual factor but also reflects the need for enhanced education and outreach by relevant authorities to ensure the public accurately understands the objectives and mechanisms of the PTSL program. Without adequate understanding, a program intended to provide legal certainty risks creating new problems such as overlapping certificates and land disputes.

3. Administrative Factors: Administrative Disorganization of the Village Book C in Land Registration

One of the factors causing overlapping land certificates in the implementation of the PTSL program is administrative chaos in the Village Book C. The Village Book C is an initial administrative record containing land ownership data such as parcel numbers, owner names, area, location, and history of rights transfers.²² However, the data in the Village Book C is often not updated, making it inaccurate and lacking strong legal standing. In particular, there is a lack of records indicating that a plot of land has expired, has been fully transferred, or can no longer be registered for the issuance of a new certificate.²³

²² Didik Supantri and Yulia Mirwati, “Resolving Disputes Over Overlapping Land Registrations in the Comprehensive Systematic Land Registration System in South Solok Regency,” *Andalas Notary Journal* 1, no. 2 (2024): 176–90.

²³ Alfin Mochammad Akbar, Eman Suparman, and Betty Rubiati,

However, the Village Book C has shortcomings in terms of management and legal validity. Book C is merely preliminary administrative documentation and does not offer strong proof of ownership like a certificate. Furthermore, the data in the Village Book C does not accurately reflect conditions on the ground because record-keeping is often disorganized and not regularly updated.

In this context, “expired land” refers to a situation where a plot of land no longer holds registrable rights, either because all rights have been transferred to another party, the property has been subdivided into several new plots, or a certificate proving legal rights has been issued. Consequently, any system, including the PTSL program, should no longer permit land in this condition to be re-registered.²⁴ The land was subsequently resubmitted for registration as a result of miscommunication between village officials and the community.²⁵ This situation was also observed during the implementation of the PTSL program in Sidayu Village, which falls under the jurisdiction of the ATR/BPN Office of Batang Regency. Based on field findings, there are still Village Book C records that do not include a notation indicating that a particular land parcel has been fully registered or has been issued a certificate. This results in the data used as the basis for PTSL applications failing to reflect the actual legal status.

Based on analytical evidence, there are discrepancies between village administrative data and land data at the ATR/BPN Office due to the absence of this registration. The same land parcel may be re-registered as a new entry if information from the Village Book C is used as the basis for a land application without careful verification. Ultimately, this

“Legal Certainty in the Resolution of Overlapping Land Title Certificate Disputes Reviewed from the Principle of Contradictorio Delimitatie,” *Unes Law Review* 7, no. 3 (2025): 1014–24.

²⁴ Febriyanto Harry Isha, Hutomo Putra, and Ridwan Refki, “Resolution of Overlapping Land Rights Disputes Arising from the Systematic Land Registration System,” *Case Law - Journal of Law* 6, no. 1 (2025): 1–17.

²⁵ Sonia Adhistiani et al., “CONSEQUENCES OF ADMINISTRATIVE ERRORS IN THE PROGRAM,” *Jurnal Pustaka Galuh Justisi* 04 (2025): 79–87.

eligible for registration.”

Additionally, another informant, Mr. Joko, a village official in Sidayu, also noted:

“Because there are no clear records, the community assumes the land can still be included in the PTSL program, even though it has actually already been certified.”

These statements indicate that the lack of updated administrative data at the village level is a factor contributing to errors in the land registration process. The community’s lack of awareness is further exacerbated by the absence of clear information in the village administrative documents.

Therefore, it can be said that the primary administrative factor contributing to overlapping land certificates is administrative disarray in the Village Book C, particularly the lack of documents regarding the final status of land parcels. This factor indicates that the overlapping issue stems from technical problems and deficiencies in basic village-level administration. To ensure accurate data synchronization and maintain legal certainty in the land sector, efforts must be made to streamline administration through frequent data updates, enhance the capabilities of village officials, and integrate data between the village government and the ATR/BPN Office.

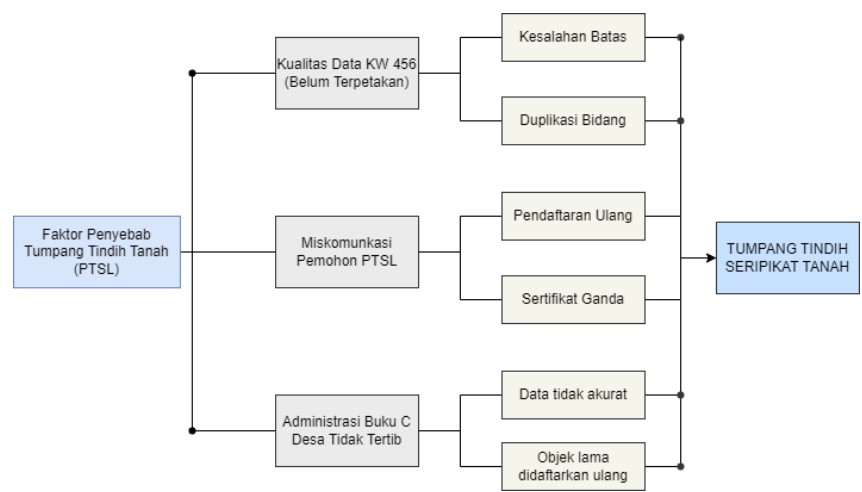
Table 3 Factors Causing Land Certificate Overlaps

Factor	Impact	Legal Implications
KW 456 data (not yet mapped)	yet mapped) Boundary errors and duplication of land parcels	Fails to meet legal certainty; violates Government Regulation No. 24 of 1997; potential for disputes
Miscommunication by PTSL applicants	Re-registration of certified land; duplicate certificates	Procedural violations; ambiguous land status; potential legal conflicts
Disorganized administration of	Inaccurate data; re - registration of old	Violation of the principles of

Village Book	properties	publicity and specificity; legal uncertainty
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Source: Researcher's Analysis, 2026

Chart 1 Causes of Overlapping



Source: Researcher's Analysis, 20

C. Efforts to Resolve Overlapping Cases in the PTSL Program

To achieve legal clarity and efficient land administration, efforts must be made to resolve overlapping land certificate issues under the PTSL Program. Overlapping issues arise from a combination of technical, administrative, and social factors, not from a single source. Consequently, a comprehensive solution must be achieved through an integrated strategy that combines improved land administration, increased public awareness, and enhanced data systems.

1. Improving Land Data Quality KW 456

Another issue arising from this change in land management systems involves land parcels that cannot be included in the KKP because the mapping techniques used are inconsistent or do not comply with the Standard

Operating Procedures (SOP) of the National Land Agency. These errors are classified from KW1 to KW6 based on land data quality. Therefore, a swift, accurate, and efficient solution is needed to address these land data issues.

According to the 2019 Comprehensive Land Registration Technical Guidelines for Cities/Regencies, data quality is defined as the consistency of information regarding the location, boundaries, area, and legal status of a land parcel between analog and digital data. Accurate and reliable land information can be derived from high quality land parcel data.³⁰

Data validation is necessary to improve land data quality. Obtaining high quality land parcel data is the goal of land data validation. By comparing data from the Ministry of Marine Affairs and Fisheries (KKP) with physical document data from SU, data validity analysis improves the quality of land parcel data.³¹

To address the issue of overlapping land certificates caused by poor land data quality, particularly in categories KW 4, KW 5, and KW 6, efforts must focus on improving technical factors by enhancing data quality. Data in these categories reflect land parcels that have not yet been digitally mapped in the Land Office Computerization System (KKP), making them prone to inaccurate land boundary and location determinations.³² Therefore, the systematic remapping and re-surveying of unmapped land parcels can serve as a strategic step.

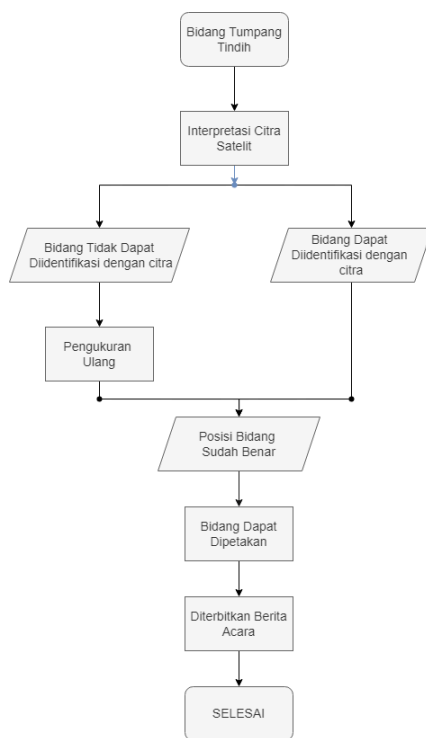
Figure 2: Workflow for Resolving Overlapping Land Issues

³⁰ Sigit Sarsanto, Bobby Rio Indriyantho, and Sulardjaka, "Improving the Quality of Land Data at the Singkawang City Land Office," Indonesian Journal of Engineering 3, no. 3 (2025): 167–73.

³¹ Amita Arum Kusuma and Nurbaedah, "IMPLEMENTATION OF THE COMPREHENSIVE SYSTEMATIC LAND REGISTRATION PROGRAM IN ESTABLISHING LEGAL CERTAINTY OF LAND RIGHTS IN THE VILLAGE OF BRENGGOLO, PLOSOKLATEN DISTRICT, KEDIRI REGENCY," Journal of Legal Science 15 (2026): 1–21.

³² Supantri and Mirwati, "Resolution of Overlapping Disputes in the Comprehensive Systematic Land Registration Program in South Solok Regency."

Through Technical and Administrative Methods



Source: Researcher's Analysis, 2026

The workflow for resolving overlapping land parcels through technical and administrative methods in the implementation of the Comprehensive Land Registration System (PTSL) is illustrated in Figure 2. Identifying overlapping land parcels is the first step in the procedure. Next, satellite data is interpreted to determine the clarity of the parcels' positions and boundaries. To obtain reliable, high-quality data, re-surveys are conducted in the field if the land parcels cannot be precisely identified using imagery. On the other hand, if the land parcels can be identified, the process continues until the exact location of the land parcels is determined. The land parcels are mapped into the land registration system, and a report is provided as administrative documentation once the land parcel positions are deemed accurate.

To provide accurate, comprehensive, and legally responsible land data, the validation and synchronization

process between physical (spatial) data and legal data is also necessary. To fully map every land parcel on the registration map, data integration into the digital system must also be streamlined. The likelihood of administrative and technical errors can be reduced by improving data quality to categories KW 1 through KW 3.

Legally, this system aligns with Government Regulation No. 24 of 1997 on Land Registration, which emphasizes the importance of consistency between physical and legal data.³³ Additionally, the application of key land registration concepts namely publicity (transparency of land information) and specificity (clarity of land objects) is demonstrated in this process. The primary objective of land registration to provide legal clarity can be achieved, and the likelihood of future disputes can be reduced by adhering to these two criteria.

From the perspective of legal certainty theory, this aligns with Gustav Radbruch's view, which emphasizes that the law must provide clarity and certainty regarding the status of a legal object.³⁴ The availability of accurate and comprehensive land data makes it possible to ascertain the legal status of a parcel of land and avoid overlapping certificates in the future.

2. Enhancing Public Understanding and Optimizing PTSL Outreach

One effective way to address the issue of overlapping land certificates caused by miscommunication among applicants is by raising public awareness and maximizing the dissemination of information within the Comprehensive Systematic Land Registration (PTSL) initiative. This problem arises from the discrepancy between relevant legal provisions and local public perceptions. Many people mistakenly believe that all land, including certified land, can be re-registered because they are unaware that PTSL is intended only for uncertified land. This misunderstanding leads to erroneous re-registration, resulting in overlapping land certificates and redundant data.

³³ Government Regulation No. 24 of 1997 on Land Registration

³⁴ Sarsanto, Indriyantho, and Sulardjaka, "Improving the Quality of Land Data at the Singkawang City Land Office."

A broader, more systematic, and flexible outreach initiative is needed to meet the community's needs in addressing these issues. In addition to formal outreach activities, such initiatives must be conducted in a straightforward, communicative manner using language that is easy to understand. This strategy is crucial because each group has a different level of legal knowledge. Furthermore, a key element in ensuring that every land registration procedure complies with relevant laws and regulations is the active participation of village officials and ATR/BPN personnel in providing support to the community.

The categories of land that can and cannot be registered through the Comprehensive Systematic Land Registration (PTSL) program must be explicitly explained to avoid overlapping land certificates.³⁵ According to Government Regulation No. 24 of 1997 on Land Registration and Ministerial Regulation of the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN) No. 6 of 2018 on PTSL, PTSL is generally intended for land parcels that are unregistered or lack a title deed.³⁶ As long as there are no disputes and administrative standards are met, land that is physically under community control and has a legal basis for control, such as a girik, boundary markers, or other evidence of customary ownership, may be registered.

However, land that already holds a land title certificate such as Freehold Title, Right to Build, or Right of Use cannot be re-registered through the PTSL program. Instead, it must undergo other processes, such as subdivision, consolidation, or transfer of rights, in accordance with the relevant protocols. Additionally, PTSL-eligible properties do not include land currently in dispute, land with ambiguous legal status, land within forest areas, or state-owned land that has not yet been released. This aligns with the guidelines in Government Regulation No. 24 of 1997, which emphasizes the importance

³⁵ Alvina Nur Aziziyah, Mas Anienda, and Tien Fitriyah, "Overlapping Land Certificates," *Legal Spirit Journal* 7, no. 2 (2023): 205–18.

³⁶ Regulation of the Minister of Agrarian Affairs and Spatial Planning/National Land Agency No. 6 of 2018 on Comprehensive Systematic Land Registration (PTSL).

of legal clarity and consistency between legal and physical data in land registration.³⁷

Table 4 Land Classification in the PTSL Program

Land Categories	Eligible for Registration through PTSL	Cannot Be Registered through PTSL
Certificate Status	Land is not yet certified	Land is already certified (HM, HGB, HP)
Basis of Ownership	Girik, Petok, Customary, Physical Possession	No clear legal basis
Legal Status	Not in dispute	In dispute or conflict
Area Status	Land outside special areas	Forest area/state land not yet released
Follow-up Procedures	Initial registration through PTSL	Must undergo division, consolidation, or transfer of rights

Source: Research Analysis, 2026

Preventing administrative errors also requires improved assessment and verification of application data. To ensure that the requested land is not already registered or has no legal issues, each application file must be carefully reviewed.³⁸ The proper legal process for the division of certificates, the consolidation of land parcels, or the transfer of rights to certified land must also be clearly explained.³⁹

³⁷ Government Regulation No. 24 of 1997 on Land Registration

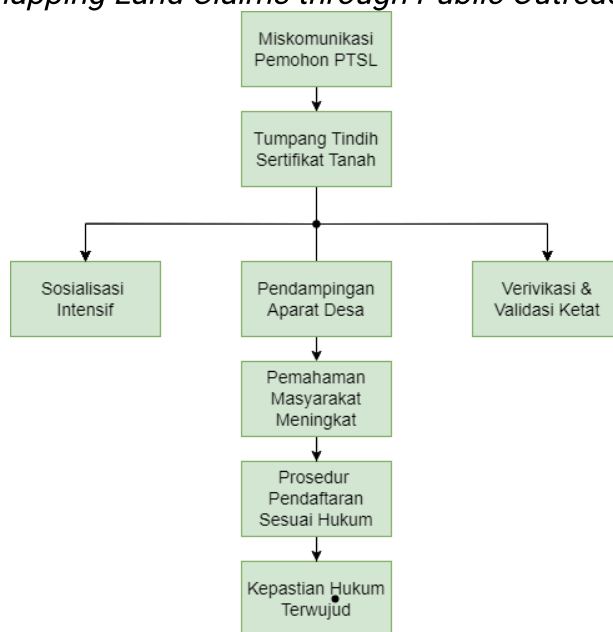
³⁸ Slamet Yusuf Hasan, Weny Almoravid Dunga, and Suwitno Yutye Imran, "CAUSES OF LAND DISPUTES," *Journal of Comprehensive Science* 2, no. 6 (2023): 1521–31.

³⁹ Sampara Lukman and Ali Hanafiah Muhi, "IMPLEMENTATION OF THE COMPREHENSIVE SYSTEMATIC LAND REGISTRATION (PTSL) POLICY IN MUARO JAMBI REGENCY," *Jurnal Renaissance* 6, no. 02 (2021): 783–801.

This ensures that the PTSL procedure is not abused by the general public.

In theory, this effort aligns with the principle of legal certainty, which demands consistency and clarity in determining the legal status of an object. The possibility of differing interpretations regarding land status can be reduced by increasing public awareness.⁴⁰ Consequently, maximizing legal awareness and education is a means of building an efficient, uniform, and fair land administration system, in addition to serving as a preventive measure.⁴¹

Figure 3: Optimizing the Resolution Process for Overlapping Land Claims through Public Outreach



Source: Researcher's Analysis, 2026

3. Regulation of Village Book C Administration and Land

⁴⁰ FATWA ALAMSYAH, "THE PROBLEM OF OVERLAPPING LAND OWNERSHIP IN COMPREHENSIVE SYSTEMATIC LAND REGISTRATION OBJECTS (A Study in Tanjung Uban Selatan Village, Bintan Utara Subdistrict, Bintan Regency)," 2024.

⁴¹ Maharani et al., "The Comprehensive Systematic Land Registration Program (PTSL) in the Digital Age."

Data Integration

One of the main issues in the land registration system is the improper administration of Village Book C, which often leads to overlapping certificates. Essentially, the Village Book C serves as the primary legal information source detailing the history of land ownership and management at the village level. However, in practice, its main shortcoming is the lack of regular data updates, causing the data to no longer accurately reflect local realities. Consequently, there are discrepancies between the data used in the land registration procedures of the ATR/BPN Office and the village administrative data.

Incomplete registration is also a key factor. Changes in land status, such as transfers of rights, land parcel divisions, or the status of land that has been certified, are often overlooked in the Village Book C. Land parcels that actually have legal certainty are still classified as unregistered, which may require re registration through the PTSL scheme.⁴² This situation is one of the main causes of duplicate or overlapping certificates.

Optimizing updates to the Village Book C can be achieved through several key steps, namely real-time recording of data changes to ensure information remains current, periodic validation and verification to ensure data aligns with on the ground conditions, and the digitization of administrative processes to enhance efficiency and data security. In addition, it is necessary to improve the capacity of village officials so that data management is more professional, as well as integration with the ATR/BPN system to align village data with national land data. The management of Village Book C needs to be systematically streamlined through frequent data updates to address this issue. Village officials must accurately and comprehensively document every change in land rights. In addition to its administrative function, this procedure serves as an initial verification of

⁴² Huzaimah Al-Anshori et al., "RESOLUTION OF INHERITANCE LAND DISPUTES WITHIN THE COMPREHENSIVE SYSTEMATIC LAND REGISTRATION (PTSL) PROGRAM THROUGH MEDIATION IN PETOK VILLAGE, MOJO DISTRICT, KEDIRI REGENCY," *Journal of Legal Science* 13 (2024): 166–75.

community land ownership rights. Errors in the land identification process can be minimized from the outset through well-organized record-keeping.

Additionally, strategic steps must be taken to digitize village administration. The transition from manual to digital systems enables integrated access, simpler updates, and more secure data storage. Furthermore, this digitization facilitates data synchronization between the ATR/BPN Office and village governments, eliminating discrepancies between legal data in official land records and physical data on the ground.

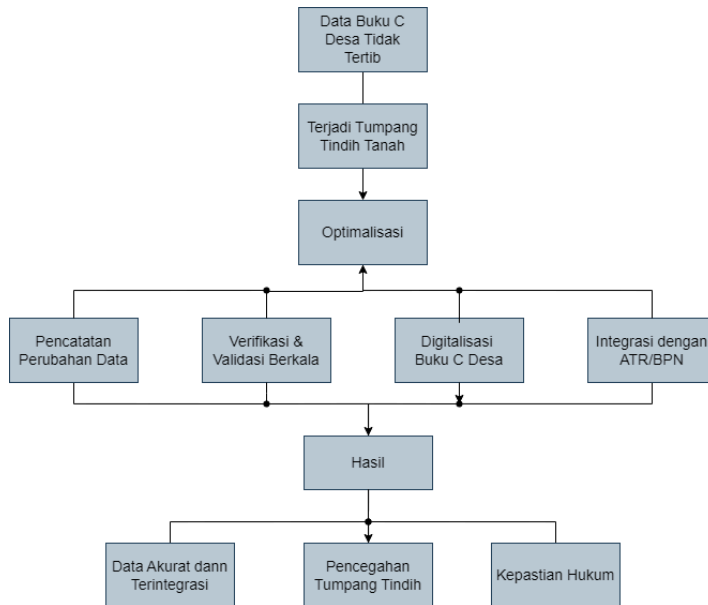
Another key supporting factor is the enhancement of village officials' capabilities. Village officials must possess knowledge of land management, including data updates, recording protocols, and legal aspects of land. As a result, the management of the Village Book C will follow accurate, accountable, and orderly administrative guidelines, rather than adhering to conventional approaches.

Legally, this administrative simplification aligns with the principles of land registration, namely transparency and specialization. The concept of specialization requires clarity regarding the subject, object, and legal status of the land, while the principle of transparency mandates that all land data be accessible to the public.⁴³ Government Regulation No. 24 of 1997 on Land Registration, which emphasizes the importance of ensuring consistency between physical and legal data, is also in line with this.⁴⁴ Therefore, the integration of land data and the administrative simplification of the Village Book C are important steps in establishing legal certainty and preventing future land disputes.

⁴³ Regulation of the Minister of Agrarian Affairs/Head of the National Land Agency No. 1 of 2021 on Electronic Land Certificates

⁴⁴ Government Regulation No. 24 of 1997 on Land Registration

Figure 4: Flowchart of the Administrative Regulation of the Village Book C



Source: Researcher's Analysis, 2026

D. Conclusion

Based on the research findings, the implementation of the Comprehensive Systematic Land Registration Program (PTSL) in Sidayu Village, Batang Regency, has not been fully effective in preventing overlapping land certificates. This issue is caused by three main factors: technical, social, and administrative. The technical factor relates to the low quality of land data, particularly data in the KW 456 category, which has not been digitally mapped, potentially leading to errors in land boundary demarcation. The social factor stems from miscommunication and the public's limited understanding of the PTSL mechanism, resulting in the re registration of already certified land. Meanwhile, administrative factors stem from the disorganized management of the Village Book C, leading to inaccurate and outdated land ownership data.

Resolution efforts are being undertaken through a comprehensive and integrated approach, including improving

the quality of land data through remapping and validation, optimizing public outreach to enhance community understanding, and streamlining the administration of the Village Book C through data updates, digitization, and integration with the ATR/BPN system. Through the synergy between technical improvements, increased public awareness, and administrative order, it is hoped that the implementation of the PTSL program will provide legal certainty regarding land and minimize the occurrence of overlapping certificates and land disputes in the future.

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