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Complete Systematic Land Registration as Equitable Legal Protection for Uncertified Yasan Land Ownership: A Study in Talangsuko Village, Malang

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ABSTRACT

Complete Systematic Land Registration (Pendaftaran Tanah Sistematis Lengkap, PTSL) aims to provide legal certainty and protection for community land rights. However, previous studies have tended to focus on program effectiveness without specifically examining the quality of the implementation process for holders of uncertified tanah yasan (customary land held under local customary practices). This study offers an original contribution by integrating Soerjono Soekanto's law enforcement theory, Lawrence M. Friedman's legal system theory, and Imam Al-Ghazali's maslahah theory to analyze equitable legal protection. It aims to examine the dominant factors hindering PTSL implementation, the measures taken to address these obstacles, and the enforcement of law in a manner that ensures justice for holders of uncertified tanah yasan in Talangsuko Village, Turen Subdistrict, Malang Regency. This study employed a socio-legal research method with a sociological juridical approach. Data were collected through questionnaires administered to 82 respondents selected using purposive sampling based on the relevance of their experience as PTSL participants, interviews, observations, and a review of relevant legislation and legal materials. The findings indicate that the dominant obstacles to PTSL implementation are internal factors, particularly financial management, community participation, and the proper maintenance of administrative documentation. All respondents perceived the preparatory fees charged to them as inconsistent with the applicable provisions as they understood them, while 98.8% stated that they had not been involved in deliberations to determine the fees. These findings indicate problems concerning financial transparency and community participation; however, they do not, in themselves, establish that the fees were legally non-compliant without independent verification of payment records and the legal basis for determining the fees. Recommended improvements include greater financial transparency, administrative assistance, documentation of boundary-marker installation, stronger supervision and coordination, and increased community participation. From the perspective of maslahah, equitable law enforcement must protect property interests through an orderly, transparent, and accountable land registration process. This study is limited to 82 respondents in a single village; therefore, its findings should be interpreted within the research context and cannot be directly generalized to other regions.

Keywords: Complete Systematic Land Registration; Yasan Land; Legal Protection; Just Law Enforcement; Maslahah.

1. INTRODUCTION

Land is a source of livelihood and an asset of great economic, social, and legal importance to Indonesian society, as it is continuously inherited, sold, or granted across generations (Fikri, 2023). Article 33 paragraph (3) of the 1945 Constitution affirms that land, water, and natural resources are controlled by the state and shall be used for the greatest prosperity of the people (Huanda, 2025). Fair legal certainty and the protection of property rights are also guaranteed by

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Article 28D paragraph (1) and Article 28H paragraph (4) of the 1945 Constitution. For landowners, a land certificate serves as strong evidence of title and as collateral for credit, whereas for the government it is a source of data for land policy (Maharani et al., 2025). The absence of a certificate leaves landowners vulnerable to boundary disputes, overlapping rights, and ownership conflicts (Fahlevi et al., 2026).

The state fulfills this obligation through land registration. Government Regulation (PP) No. 24 of 1997 defines it as a continuous, sustained, and orderly series of activities to collect, process, record, and present physical and juridical data on land parcels (Santoso, 2012; Lubis & Lubis, 2008). Its objectives are to provide legal certainty and protection for rightholders, to supply information, and to ensure orderly land administration (Parlindungan, 1999). Systematic land registration has been accelerated through Presidential Instruction No. 2 of 2018 and Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency (BPN) No. 6 of 2018. These regulations establish Complete Systematic Land Registration (Pendaftaran Tanah Sistematis Lengkap, PTSL) as first-time land registration conducted simultaneously across a village or urban village, guided by the principles of simplicity, speed, smoothness, security, fairness, equity, openness, and accountability. Susilaningsih views PTSL as an embodiment of the government's obligation to guarantee legal certainty and protection of land ownership (Susilaningsih, 2019).

The urgency of Complete Systematic Land Registration (PTSL) has increased for holders of uncertified tanah yasan who continue to rely on written evidence of former customary land rights, such as letter C, petuk D, and girik. Article 96 paragraphs (1) and (2) of Government Regulation No. 18 of 2021 concerning Management Rights, Land Rights, Condominium Units, and Land Registration stipulate that written evidence of former customary land ownership held by individuals must be registered within a maximum period of five years from the entry into force of the regulation. Once this period has expired, such written evidence can no longer be used as proof of land rights and serves only as an indication in the land registration process. However, this provision does not mean that the legal status of the land automatically changes or that the land rights are extinguished by operation of law. Therefore, for residents of Talangsuko Village who possess tanah yasan without land certificates, PTSL remains important as a means of organizing land administration, completing evidence of possession and land history, and obtaining legal certainty through a registration process conducted in accordance with applicable regulations.

Previous studies have demonstrated that land registration is closely associated with legal certainty of land rights, administrative governance, and legal protection. Umar et al. (2023) examined the benefits and risks of land titling in relation to tenure security and inheritance rights in

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Zambia, while Alhola and Gwaindepi (2024) highlighted the persistence of customary legal systems amid the formalization of land rights in Ghana. Kwitowski (2022) emphasized the importance of transparency, supervision, community participation, and accountability in land administration. In the Indonesian context, Hasanah et al. (2025) examined obstacles to the implementation of Complete Systematic Land Registration (Pendaftaran Tanah Sistematis Lengkap, PTSL); Pratama et al. (2023) highlighted accountability and transparency; Tustasari and Mustaklima (2024), Septiliana et al. (2026), and Wicaksono et al. (2024) examined community involvement; Taufiq et al. (2024) discussed data falsification, disputes among heirs, and discrepancies in land measurements; while Sutarto (2025) drew attention to the risk of inequality when vulnerable groups are overlooked. These studies provide an important foundation; however, their respective focuses do not specifically explain the relationship between obstacles to PTSL implementation and equitable legal protection for holders of uncertified tanah yasan (customary land held under local customary practices).

Studies more closely related to this topic include Sholikhudin (2021), who examined the effectiveness of PTSL in Kalipuro Village, Mojokerto Regency, focusing on challenges related to public outreach and certificate distribution; Ratna and Santoso (2021), who discussed legal protection for land ownership in the implementation of PTSL; and Indrayati (2021), who investigated the impact of PTSL on legal certainty concerning land rights in Brebes Regency. Unlike these studies, the present research specifically examines legal protection for holders of uncertified tanah yasan in Talangsuko Village, Turen Subdistrict, Malang Regency, with particular attention to financing constraints, community participation, administrative documentation, the installation of boundary markers and agreement on land boundaries, and compliance with registration requirements. Based on the literature reviewed, no study has been identified that comprehensively connects the factors hindering PTSL implementation, measures to overcome these obstacles, and equitable law enforcement for this particular group. This research gap does not imply that each of these aspects has never been studied; rather, it indicates that their interrelationships have not been specifically identified in the literature reviewed.

The gap between the regulatory framework and the actual implementation of Complete Systematic Land Registration (PTSL) was examined in Talangsuko Village, Turen Subdistrict, Malang Regency. According to the Village and Urban Village Profile data used in this study in 2026, the village had a recorded population of 9,468, while the population of PTSL participants consisted of 1,165 individuals residing in Padi Hamlet and Talangkrajan Hamlet. From this population, 82 PTSL participants were selected as research respondents using purposive sampling. The questionnaire results showed that all respondents stated that the preparatory fees charged were

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inconsistent with the applicable provisions as they understood them, that they had not received official records of boundary-marker installation, and that they had incurred additional expenses to complete the required documents. Furthermore, 98.8% of respondents stated that they had not been involved in deliberations to determine the fees. The charge of IDR 600,000 per participant requires examination in light of the Joint Decree of Three Ministers No. 25/SKB/V/2017, No. 590-3167A of 2017, and No. 34 of 2017, as well as Malang Regent Regulation No. 14 of 2018. These findings indicate that the success of PTSL should be assessed not only by the issuance of land certificates but also by financial transparency, community participation, and administrative compliance.

This study operationalizes three theoretical frameworks. First, Soerjono Soekanto's law enforcement theory is used to identify obstacles to PTSL implementation through five factors: law, law enforcement personnel, facilities and infrastructure, society, and culture (Soekanto, 2019). Second, Lawrence M. Friedman's legal system theory is used to analyze measures for addressing these obstacles through three components: legal substance (regulatory compliance), legal structure (coordination, public services, and supervision), and legal culture (public awareness and participation) (Friedman, 2011). Third, Imam Al-Ghazali's concept of maslahah, particularly hifz al-mal (the protection of property), is used to assess legal certainty, the prevention of losses and disputes, transparency, and the proportionality of the financial burden imposed on the community (Al-Ghazali, 1997). Through a socio-legal approach, these three frameworks are employed to analyze the dominant obstacles to PTSL implementation in Talangsuko Village, measures to overcome them, and the fairness of legal protection afforded to holders of uncertified tanah yasan (customary land held under local customary practices). Accordingly, the success of PTSL is assessed not only by the number of land certificates issued but also by the quality of the implementation process and the legal protection provided to the community.

2. RESEARCH METHODS

This study is an empirical legal study employing a socio-legal research method and a sociological juridical approach to examine the implementation of Complete Systematic Land Registration as a means of ensuring equitable legal protection for holders of uncertified tanah yasan (customary land held under local customary practices). The study was conducted in September 2026 in Talangsuko Village, Turen Subdistrict, Malang Regency, involving a population of 1,165 PTSL participants in Padi and Talangkrajan hamlets. A total of 82 respondents were selected through purposive sampling based on their ownership or control of uncertified tanah yasan and the geographical variation of their neighborhood units (RT/RW). This sampling strategy was intended to capture diverse experiences and identify patterns of problems rather than achieve

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statistical representativeness. Data were collected through questionnaires, structured interviews with informants involved in or knowledgeable about PTSL implementation, observations using an observation checklist, and a review of relevant documents and legal materials. The questionnaire indicators covered PTSL outreach and awareness, financing, administrative completeness, community participation, land measurement and boundary determination, assistance provided by the PTSL committee, and certificate issuance. The data were analyzed descriptively and qualitatively, supported by frequencies and percentages, thematic categorization, and triangulation of questionnaire, interview, observation, and documentary findings. The findings were interpreted using Soerjono Soekanto's law enforcement theory, Lawrence M. Friedman's legal system theory, and Imam Al-Ghazali's maslahah theory. The study should also explain the procedures for obtaining informed consent, ensuring voluntary participation and confidentiality of respondents' identities, reporting the number of interview informants, and developing research instruments based on the actual research practices and records.

Legal materials and secondary data were collected through library research and online searches based on their relevance to Complete Systematic Land Registration (PTSL), PTSL preparatory costs, tanah yasan (customary land held under local customary practices), and legal protection in Talangsuko Village, Turen Subdistrict, Malang Regency. Primary legal materials included the 1945 Constitution of the Republic of Indonesia, Law No. 5 of 1960, Government Regulation No. 24 of 1997, Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency No. 6 of 2018, Presidential Instruction No. 2 of 2018, the Joint Decree of Three Ministers No. 25/SKB/V/2017, No. 590-3167A of 2017, and No. 34 of 2017, Malang Regent Regulation No. 14 of 2018, and Technical Guideline No. 3/Juknis-HK.02/III/2023 of 2023 concerning the Technical Guidelines for Complete Systematic Land Registration, issued by the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency on March 3, 2023, and recorded as being in force in the Ministry's Legal Documentation and Information Network (JDIH). Secondary materials, including books, journal articles, and previous studies, were selected based on relevance, credibility, traceability, and currency. These materials included the classical works of Al-Ghazali and Ibn al-Qayyim as references for maslahah theory, while legal dictionaries and encyclopedias were used to clarify terminology. The validity and relevance of the regulations were examined using official sources, taking into account any amendments or revocations up to the field research conducted in September 2026. However, the current legal status of Malang Regent Regulation No. 14 of 2018 still requires confirmation, as the metadata provided by the Legal Documentation and Information Network of the Supreme Audit Board of the Republic of Indonesia (BPK RI) does not specify its status conclusively. All materials

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were analyzed qualitatively and compared with questionnaire data from 82 respondents, interviews, and documentary evidence to assess the consistency between legal norms and PTSL practices, particularly regarding financing, community participation, administration, boundary-marker installation, and legal protection for holders of uncertified tanah yasan.

3. RESULTS AND DISCUSSION

The dominant factors hindering the implementation of the Complete Systematic Land Registration (PTSL) program in Talangsuko Village, Turen Subdistrict, Malang Regency

Data from 82 respondents across 15 indicators (10 internal and 5 external) indicate that obstacles to the implementation of Complete Systematic Land Registration (PTSL) in Talangsuko Village are predominantly associated with internal factors. Internal factors refer to aspects of implementation governance under the control of the program organizers. Three indicators each reached 100%: preparatory fees perceived as inconsistent with applicable regulations, the absence of official records of boundary-marker installation, and additional expenses incurred to complete documents. Two other indicators reached 98.8%: the exclusion of community members from deliberations on fee determination and the lack of public outreach. This predominance cannot be assessed solely by comparing percentages. The key criterion is the allocation of authority to address these obstacles, as program organizers are in a position to improve public outreach, financing, and documentation, whereas community members are not. This distinction is important because land registration aims to provide legal certainty and protection, rather than merely to issue land certificates. The success of PTSL should therefore be assessed in terms of procedural compliance, transparency, data accuracy, and participant involvement (Ulupalu, 2025)

In this study, internal factors are defined as obstacles related to PTSL implementation governance, particularly aspects within the control of program organizers, such as public outreach, financing, administrative assistance, administrative documentation, and the implementation of land registration procedures. External factors, by contrast, refer to obstacles associated with community members' circumstances, knowledge, perceptions, and experiences as PTSL participants, including their understanding of the applicable regulations and the benefits of land certificates, as well as issues concerning land boundaries. This classification serves as an analytical framework based on the source of each obstacle and the extent to which it can be controlled, rather than solely on the percentages of respondents' answers.

Primary data collected from 82 respondents in Talangsuko Village were analyzed using 15 indicators, comprising 10 internal indicators and 5 external indicators. The distribution of respondents and the percentage for each indicator are presented in the following table.

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Table. Summary of 15 Indicators of Obstacles to PTSL Implementation in Talangsuko Village

No	Indicator of Obstacle	Factor	Number of Respondents (n)	Percentage
1	Community members did not receive public outreach regarding PTSL.	Internal	76	92,7%
2	PTSL preparatory fees were perceived as inconsistent with applicable regulations.	Internal	82	100%
3	Some community members had not yet received their land certificates.	Internal	4	4,9%
4	Community members considered land certificates insufficiently important.	Eksternal	76	92,7%
5	PTSL administrative documentation and requirements were considered relatively easy to fulfill.	Eksternal	79	96,3%
6	Community members felt burdened by PTSL preparatory fees.	Internal	11	13,4%
7	Community members experienced land-boundary disputes.	Eksternal	3	3,7%
8	Community members were unaware of the regulations governing PTSL.	Eksternal	81	98,8%
9	Community members were unaware of the expected timeframe for land certificate issuance.	Eksternal	81	98,8%
10	Community members felt that they had not received assistance from the committee when encountering difficulties.	Internal	6	7,3%
11	Community members were not involved in deliberations to determine the fees.	Internal	81	98,8%
12	Community members did not receive official records of boundary-marker installation.	Internal	82	100%
13	Community members incurred additional expenses to complete the required documents.	Internal	82	100%
14	Community members did not receive an official record when errors were identified in their land certificate data.	Internal	20	24,4%
15	Community members were not involved in measuring their land parcels and/or buildings.	Internal	15	18,3%

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Based on the table, the most prominent internal obstacles were reflected in three indicators, each reported by 82 respondents (100%): the perception that PTSL preparatory fees were inconsistent with applicable regulations, the failure to receive official records of boundary-marker installation, and the incurrence of additional expenses to complete the required documents. In addition, 81 respondents (98.8%) stated that they had not been involved in deliberations to determine the fees. These findings indicate that the principal problems are not limited to community circumstances but also concern financial management, participation, and proper documentation in program implementation.

The predominance of internal factors is not determined solely by the number of indicators or the high percentages of responses, but also by the allocation of authority to address the identified obstacles. Program organizers play a role in ensuring that public outreach, financial transparency, administrative assistance, documentation of boundary-marker installation, and land measurement are conducted in accordance with established procedures. External factors also remain influential, particularly community members' lack of knowledge of the applicable regulations and the expected timeframe for land certificate issuance, both of which were reported at 98.8%. However, these conditions should also be analyzed in relation to the quality of public outreach and services received by participants.

According to Soekanto's law enforcement theory, obstacles to PTSL implementation are associated with legal factors, law enforcement personnel, facilities and infrastructure, society, and culture (Soekanto, 2019). The existence of regulations does not guarantee effective implementation when public outreach, administrative assistance, documentation, and financial accountability are not functioning optimally. The research data most clearly indicate problems in implementation governance, particularly financing, community involvement, and documentation. Nevertheless, because the data concerning facilities and human resources are limited, the predominance of law enforcement personnel as a contributing factor should be understood as an interpretation of the findings rather than as the result of a direct measurement of all five factors.

Accordingly, obstacles to PTSL implementation in Talangsuko Village are more appropriately understood as problems of legal implementation governance rather than merely as a regulatory gap or a lack of public awareness. Legal protection for holders of uncertified tanah yasan (land held under local customary practices) should be realized through documented public outreach, transparent deliberations and financial accountability, official records of boundary agreement, and accessible information regarding the status of participants' applications. The success of PTSL should be assessed not only by the issuance of land certificates but also by the

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organizers' compliance with applicable requirements and the meaningful involvement of community members, thereby promoting legal certainty, justice, and utility (Srinadi et al., 2024)

Recommendations for Addressing Obstacles to the Implementation of Complete Systematic Land Registration (PTSL) as a Means of Legal Protection for Holders of Uncertified Tanah Yasan in Talangsuko Village, Turen Subdistrict, Malang Regency

The implementation of Complete Systematic Land Registration (PTSL) in Talangsuko Village, Turen Subdistrict, Malang Regency, requires improvements that focus not only on accelerating the issuance of land certificates but also on procedural compliance, financial transparency, data accuracy, and legal protection for holders of uncertified tanah yasan (land held under local customary practices). Based on questionnaire responses from 82 respondents, all respondents reported incurring additional expenses to complete the required documents, while 98.8% stated that they had not been involved in deliberations to determine the fees. In addition, all respondents reported that they had not received records documenting the installation of boundary markers and agreement on land boundaries. These findings indicate problems with financial management, community participation, and administrative documentation. However, the data represent respondents' accounts and do not, by themselves, establish that all actions taken by the implementing parties constituted legal violations. Accordingly, the following recommendations are based on a comparison between the empirical findings and relevant legal provisions; they should not be construed as a statement that all recommended improvements have already been implemented by the village government or the Malang Regency Land Office.

Within Lawrence M. Friedman's legal system theory, the recommended improvements address three dimensions: legal substance, legal structure, and legal culture. In terms of legal substance, the provisions governing PTSL preparatory costs, the collection of physical and juridical data, and administrative documentation must be consistently implemented. In terms of legal structure, coordination and supervision among the Malang Regency Land Office, the Adjudication Committee, the village government, and the PTSL committee must be strengthened in accordance with each institution's respective authority. Meanwhile, in terms of legal culture, community members must receive adequate information and opportunities to participate in stages that directly affect their legal interests. These recommendations are consistent with the findings of Suharto and Supadno (2023), who identified limited human resources, administrative complexity, and the need for improved information technology as challenges in PTSL implementation. Accordingly, the program's success should be assessed not only by the number of certificates issued but also by the quality of the procedures and the accountability of the implementing parties.

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The first recommendation is to strengthen public outreach and administrative assistance for holders of uncertified tanah yasan. The village government, together with the Malang Regency Land Office and the PTSL implementing parties, should ensure that community members understand the registration requirements, the stages of physical and juridical data collection, the evidentiary requirements concerning the history of land possession, boundary determination, and the components of preparatory costs. This recommendation is based on the finding that 96.3% of respondents considered the administrative requirements relatively easy to fulfill, yet all respondents reported incurring additional expenses to complete the required documents. These findings indicate that perceiving the requirements as relatively straightforward does not necessarily mean that the administrative process can be completed without additional financial burdens. Administrative assistance should include preliminary document reviews, explanations of outstanding documentation requirements, and information about the parties authorized to impose charges and the legal basis for any applicable fees. Hamidah et al. (2024) also identified public outreach, the availability of facilities, community responses, and supervision as important aspects of participatory PTSL implementation. Therefore, public outreach should be targeted and continuous rather than limited to the formal dissemination of information.

The second recommendation is to improve the financial management of PTSL preparatory costs through transparency, deliberation, and financial accountability. According to the research findings, residents of Talangsuko Village paid preparatory fees of IDR 600,000, whereas Malang Regent Regulation No. 14 of 2018 stipulates PTSL preparatory costs of IDR 150,000. Article 3(1) provides that the preparatory costs charged to participants amount to IDR 150,000. Article 3(2) explains that these costs cover document preparation, the procurement of boundary markers and stamp duty, and committee operational expenses. Accordingly, based on the wording of Article 3(1), IDR 150,000 constitutes the preparatory cost specified in the regulation, rather than a mere estimate or a maximum amount that may automatically be increased by agreement. Article 7(1) provides that the detailed allocation of costs must be determined through deliberation between the committee and the participants and documented in official minutes. Article 7(2) governs agreement on the required goods and services and their respective costs through a detailed activity budget, while Article 7(3) requires the use of the funds to be accounted for to all participants through an administrative financial record report (Malang Regent Regulation No. 14 of 2018, Articles 3 and 7).

In light of these provisions, the difference of IDR 450,000 between the amount reportedly paid by respondents and the preparatory cost stipulated in Article 3(1) requires further examination. The examination should cover the minutes of deliberations, the detailed activity

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budget, payment receipts, financial utilization reports, and the legal basis and purpose of each additional expenditure. Article 7 should not be interpreted as granting unlimited authority to increase preparatory costs solely on the basis of an agreement. Accordingly, every additional charge must be examined in terms of its legal basis and the nature of the expenditure, including whether it forms part of the prescribed preparatory costs or constitutes another expense that participants may lawfully be required to bear. Without such an examination, the monetary difference alone is insufficient to establish that an illegal levy has occurred. This recommendation places responsibility on the village government and the PTSL committee to disclose financial information and provide documentation that enables community members and the competent authorities to assess whether the use of funds complies with the applicable provisions.

The third recommendation is to strengthen coordination and supervision at every stage of PTSL implementation. The Malang Regency Land Office should carry out its technical and administrative functions within its authority, while the village government and the PTSL committee should support document collection, information dissemination, financial recordkeeping, and communication with participants. Supervision should focus on procedural compliance, document completeness, the implementation of land measurements, payment records, and the resolution of data discrepancies. Sholikhudin's (2021) study of PTSL implementation in Kalipuro Village, Mojokerto Regency, found that program effectiveness remained affected by implementation constraints and limited public outreach. Although the research was conducted in a different location, its findings reinforce the importance of adequate supervision and information dissemination. In the context of Talangsuko Village, evaluation should assess not only the number of certificates issued but also procedural compliance, financial transparency, and the availability of traceable administrative evidence. These measures are recommendations for future implementation, not claims that the proposed supervisory mechanisms have already been implemented comprehensively.

The fourth recommendation is to improve documentation of boundary-marker installation and boundary agreement, as well as the mechanisms for correcting certificate data. All respondents stated that they had not received records documenting the installation of boundary markers. This finding warrants attention because land parcel boundaries constitute an important component of the physical data used in land registration. The absence of verifiable records may complicate efforts to establish whether boundary identification and agreement were carried out with the involvement of the relevant parties. Accordingly, technical officers and the committee should ensure that boundary identification, agreement by adjoining landowners, and any objections raised are recorded in accordance with the applicable procedures. If data discrepancies are identified after a certificate

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has been issued, the correction process should also be supported by documentation specifying the nature of the error, the basis for the correction, the competent authority, and the outcome of the corrective action. This recommendation does not mean that every participant must receive an identical document regardless of the applicable technical procedures. Rather, each stage of implementation must be supported by valid and traceable documentation. Digital recordkeeping may be considered as an archival measure, provided that it does not replace verification of the physical and juridical documents.

The fifth recommendation is to strengthen community participation in decision-making concerning PTSL financing and implementation. A total of 98.8% of respondents stated that they had not been involved in deliberations to determine the fees. This finding is relevant to Article 7(1) of Malang Regent Regulation No. 14 of 2018, which stipulates that the detailed allocation of costs must be determined through deliberation between the committee and the participants and documented in official minutes. Therefore, improvement should not be limited to informing participants of the amount payable after a decision has been made. The process of determining the detailed allocation of costs should provide participants with opportunities to understand the required goods and services, examine the cost calculations, raise questions, and obtain information about financial accountability. Participation should also be accompanied by a mechanism for submitting objections and clear information about the parties to contact if discrepancies are identified. From Friedman's perspective, legal culture cannot be fostered merely by requiring community members to become more compliant or legally aware. Legal culture is also shaped by people's experiences when interacting with public service providers. Accordingly, institutional transparency and accountability are essential to developing a legal culture that supports equitable PTSL implementation.

Overall, these recommendations can be evaluated through the concept of maslahah and the principle of hifz al-mal, or the protection of property, in Imam Al-Ghazali's thought. To avoid reducing the analysis to general statements, this study employs four operational criteria to assess the public benefit of PTSL implementation: property protection, prevention of harm, procedural justice, and service accessibility. These four criteria constitute an analytical framework developed by the author to apply the concept of maslahah to the field findings; they are not presented as a standalone list of criteria explicitly formulated by Al-Ghazali. The theoretical basis can be traced to Al-Ghazali's discussion of maslahah and the preservation of the objectives of Islamic law in Al-Mustashfa min 'Ilm al-Ushul, edited and annotated by Muhammad Sulaiman and published by Mu'assasat al-Risalah, Beirut, in 1997, particularly page 416 on the preservation of the objectives

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of Islamic law and pages 288–289 on the five fundamental principles that must be protected (Al-Ghazali, 1997).

Under the criterion of property protection, transparent financing, accurate data, and evidence of land possession are necessary to prevent uncertainty regarding community members' land rights. The reported payment of IDR 600,000, compared with the preparatory cost of IDR 150,000 stipulated in Malang Regent Regulation No. 14 of 2018, indicates the need to examine the basis and use of each expenditure. Under the criterion of harm prevention, the absence of records documenting boundary-marker installation and boundary agreement may complicate the resolution of land boundary disputes in the future. Under the criterion of procedural justice, the finding that 98.8% of respondents reported not being involved in deliberations indicates the need to ensure that participants have opportunities to understand and agree on the detailed allocation of costs in accordance with the applicable provisions. Meanwhile, under the criterion of service accessibility, the additional expenses reported by all respondents indicate the need for administrative assistance and clear, accessible explanations of the documents required and the costs for which participants are responsible. These four assessments must be interpreted cautiously: the respondent data reflect the experiences they reported, whereas determining whether a legal violation occurred requires an examination of the actual documents and the legal basis for the charges.

Accordingly, equitable PTSL implementation for holders of uncertified tanah yasan should prioritize regulatory compliance, financial accountability, the accuracy of physical and juridical data, community participation, and access to services and administrative assistance. Within Friedman's legal system framework, these improvements require alignment among legal substance, the performance of implementing institutions, and a legal culture that supports transparency. Meanwhile, Al-Ghazali's concept of maslahah provides an evaluative basis for determining whether the land registration process genuinely protects property, prevents harm, and ensures procedural fairness. This study contributes to the discussion by emphasizing that PTSL success should not be measured solely by the issuance of land certificates but also by the quality of the implementation process and the protection afforded to community members. The recommendations should be followed up by the competent parties through the examination of financial documents, procedural evaluation, improved documentation, stronger administrative assistance, and meaningful community participation. Implementation must be substantiated by verifiable documents or accounts before it can be stated that the recommended improvements have actually been carried out.

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4. CONCLUSION

The implementation of Complete Systematic Land Registration (PTSL) in Talangsuko Village, Turen Subdistrict, Malang Regency, continues to face obstacles related to financial management, community participation, and administrative documentation. Based on the responses of 82 respondents, all respondents stated that the preparatory fees did not comply with the applicable provisions as they understood them, that they had not received official records documenting the installation of boundary markers, and that they had incurred additional expenses to complete the required documents. Furthermore, 98.8% of respondents stated that they had not been involved in deliberations to determine the fees. These findings indicate that financial management and community involvement are prominent obstacles to PTSL implementation in the research area. However, respondents' reports of discrepancies in fees cannot yet be conclusively established as legal violations without verification of the applicable financing provisions and supporting documents.

Efforts to address these obstacles should focus on strengthening coordination and supervision among the Malang Regency Land Office, the village government, and the PTSL committee, accompanied by financial transparency, properly documented deliberations, administrative assistance, and improvements in the recording of physical and juridical land data. Equitable law enforcement for holders of uncertified tanah yasan must also ensure procedural certainty, access to information, and effective complaint mechanisms. In line with Lawrence M. Friedman's legal system theory and the concept of maslahah, particularly hifz al-mal (the protection of property), the success of PTSL should not be measured solely by the issuance of land certificates, but also by the transparency of the implementation process and the protection of community rights. These conclusions are limited to the context of Talangsuko Village because the study employed purposive sampling, relied on respondents' perceptions, and was not supported by comprehensive verification of financing and administrative records.

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