

The Role of the National Land Agency of Gowa Regency in Raising Legal Awareness of the Importance of Complete Systematic Land Registration in Timbuseng Village, Gowa Regency through Legal Education

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ABSTRACT

Complete Systematic Land Registration (PTSL) aims to ensure legal certainty and protection of community land rights. However, its implementation faces challenges, particularly low public legal awareness in rural areas such as Desa Timbuseng, Kabupaten Gowa. This condition is influenced not only by administrative constraints but also by limited public knowledge, understanding, attitudes, and legal behavior regarding land ownership legality. This study analyzes the role of the Badan Pertanahan Nasional Kabupaten Gowa in enhancing public legal awareness through socialization, counseling, and community assistance. Using a qualitative case study approach with interviews, observations, and documentation, the research provides insights and strategic recommendations to strengthen effective, participatory, and sustainable legal education programs supporting PTSL implementation.

INTRODUCTION

Land registration plays a central role in the agrarian legal system because it provides formal recognition and protection of land ownership. In practical terms, registration transforms informal control over land into legally acknowledged rights. A land certificate not only functions as valid legal evidence but also carries economic value, as it may be used to access financial services, and social value, as it strengthens the owner's sense of security and legitimacy within the community. However, the reality in many rural areas shows that land registration has not yet been fully realized. A significant number of land parcels remain outside the formal registration system. In Gowa Regency, for example, data in 2023 indicate that out of 547,802 land parcels, 180,010 had not yet been registered and 287,734 had not been certified (Hasanuddin, 2023). These figures illustrate that land administration challenges are not merely technical but also social in nature. In villages such as Timbuseng, land is often controlled and inherited traditionally without formal documentation, and certification is frequently perceived as unnecessary unless disputes arise.

Low participation in land registration programs cannot be explained solely by administrative complexity or procedural barriers. One of the underlying issues is the limited level of public legal awareness. The existence of regulations and government programs does not automatically guarantee compliance. As highlighted in previous studies, legal norms will not function effectively if they are not understood and accepted by the community (Mulyani & Maksum, 2021). This indicates that the problem of land registration is closely linked to how people perceive and interpret the law itself. The concept of legal awareness provides a useful framework for understanding this issue. Soerjono Soekanto explains that legal awareness consists of knowledge of the law, understanding of its meaning, attitudes toward legal norms, and patterns of legal behavior. These components are interconnected. When people lack sufficient knowledge or understanding, their attitudes may remain indifferent, and this ultimately affects their behavior. In the context of land registration, weak legal awareness may lead to delays, reluctance, or neglect in processing land certificates.

Legal education therefore becomes an essential strategy. Law does not operate in isolation; it functions within social life. Satjipto Rahardjo emphasizes that law becomes meaningful only when it is internalized and practiced by society. This perspective suggests that strengthening public participation in land registration requires more than administrative efficiency. It requires efforts to build understanding, shape attitudes, and encourage voluntary compliance. From a broader theoretical standpoint, Lawrence M. Friedman explains that the effectiveness of a legal system depends on three elements: structure, substance, and culture. While regulations governing land registration may already be in place (substance) and institutions responsible for implementation exist (structure), the cultural element—namely public attitudes and awareness—remains decisive. Without supportive legal culture, policy implementation may not reach its intended objectives.

In Indonesia, land administration responsibilities are carried out by the Badan Pertanahan Nasional. At the regional level, the Badan Pertanahan

Nasional Kabupaten Gowa has a strategic function in implementing land registration programs and ensuring legal certainty. Its role extends beyond issuing certificates. It also includes providing information, conducting outreach, and assisting communities in understanding land regulations and procedures. Educational activities such as socialization programs, counseling sessions, and direct assistance to residents are crucial in bridging the gap between legal policy and community practice. When information is delivered in a clear and accessible manner, people are more likely to recognize the benefits of registration and to participate voluntarily. Conversely, if communication is ineffective, the program may be perceived as complicated or irrelevant.

Based on these considerations, it becomes important to examine how the National Land Agency of Gowa Regency performs its educational role in Timbuseng Village. Understanding how legal education is implemented and how it influences community awareness will provide insight into the relationship between institutional efforts and public participation in land registration. This study is therefore conducted to analyze the role of BPN in strengthening legal awareness through educational approaches and to formulate strategic recommendations for more effective and sustainable legal education programs in rural communities.

LITERATURE REVIEW

Legal Awareness in Legal Sociology Perspective

Legal awareness is a key factor in determining whether a law can function effectively in society. According to Soerjono Soekanto (2019), legal awareness is reflected in four elements: knowledge of legal rules, understanding of their meaning, attitudes toward the law, and actual legal behavior. This concept implies that obedience to law should emerge from internal understanding rather than external pressure. In line with this view, Lawrence M. Friedman (1975) explains that the effectiveness of a legal system depends on three interconnected components: legal structure, legal substance, and legal culture. In land registration issues, legal culture – represented by public attitudes and awareness toward land legality – plays a decisive role. Satjipto Rahardjo (2009) further argues that law functions as an instrument of social change. Therefore, efforts to improve legal awareness through education are essential to transform public perceptions regarding the importance of legal land ownership.

Law Enforcement and Legal Education

Law enforcement should not be limited to sanctioning violations. Lukman Arliman (2015) emphasizes that enforcement will be more effective when accompanied by increased public legal awareness. Without understanding the law, communities may show low participation in government programs. Legal education becomes an important preventive strategy. Fitriasari (2010) explains that legal education helps citizens recognize their rights and obligations, thereby encouraging voluntary compliance. Ibrahim (2018) also highlights that raising legal awareness requires systematic planning, consistent outreach, and direct engagement with the community. In the context of land registration, legal

education through socialization and counseling is necessary to ensure that communities understand the benefits and procedures of land certification.

Public Policy Implementation

The implementation of land registration programs can be analyzed using the policy implementation model of George C. Edwards III (1980). He identifies four main factors influencing policy success: communication, resources, disposition, and bureaucratic structure. Clear communication ensures that policy objectives are understood by the community. Adequate resources support operational activities. Implementers' commitment affects program consistency, while bureaucratic structure determines coordination effectiveness. Sururi et al. (2023) emphasize that clarity and consistency in communication are central to successful policy implementation. Meanwhile, Bestari (2019) explains that policy outcomes are strongly influenced by cooperation between institutions and community participation.

Institutional Role in Raising Legal Awareness

Within Friedman's framework, the Badan Pertanahan Nasional represents the legal structure responsible for land administration. At the regional level, the Badan Pertanahan Nasional Kabupaten Gowa carries the responsibility of implementing the Complete Systematic Land Registration program while also providing legal education to the public. Thus, the institution's role extends beyond administrative services. It also involves shaping legal culture by increasing public understanding of land ownership legality. This dual role is essential to ensure that the program not only achieves administrative targets but also builds sustainable legal awareness within the community of Timbuseng Village.

METHODOLOGY

The approach used in this study is a qualitative approach to understand social phenomena by analyzing the comprehensive and complex picture presented in sentences, reporting detailed views obtained from information sources. This study uses a qualitative approach with a descriptive case study type. This approach was chosen because the study aims to deeply understand the role of the National Land Agency (BPN) in raising public awareness of Complete Systematic Land Registration through legal education, particularly in the social context of the community in Timbuseng Village, Gowa Regency. The qualitative approach allows researchers to explore the meanings, perceptions, and experiences of informants holistically. A case study design was used to explore the real conditions in the context of the community in Timbuseng Village, Gowa Regency. Research data was collected using several data collection techniques, namely interviews, observation, and documentation.

RESEARCH RESULT AND DISCUSSION

Legal Education by the Gowa Regency National Defense Agency

The principle of “fictie hukum” states that the public is deemed to have known the law since it was enacted or ratified, but in reality, many people are still unaware of the applicable laws. This shows the need for efforts to ensure that the law truly reaches the public, so that the principle of “fictie hukum” is not only used as a deterrent for the public not to admit that they have violated the law on the grounds that they did not know, but because the public has truly understood the applicable law. For this reason, legal education for the public is necessary. The purpose of legal education itself is to create good citizens, one of whom is having legal awareness (Fitriasari, 2010). Laurensius Arliman S (2015) states that “increasing public legal awareness can basically be done in two ways, namely in the form of action and education.” In line with this, Sudikno Mertokusumo in (Ibrahim, 2018) also states that the main, effective, and efficient efforts for improvement and guidance are through education.

Legal education can not only be carried out formally in schools or other educational institutions, but also informally, namely in the community. In the context of this study, legal education in the community can be carried out through legal counseling and socialization.

Counseling and socialization are conducted to provide the community with a deep understanding of the implementation and importance of land registration through PTSL. The BPN of Gowa Regency conducts this educational process for the community in two ways, namely counseling and socialization. The Gowa District BPN conducts counseling formally by holding open meetings with the community and PTSL implementers at the village level. The implementation of this counseling is based on the expertise of each implementer.

In addition to PTSL implementers, the counseling also involves regional leaders, the police, the attorney general's office, and the Indonesian National Armed Forces (TNI). Each outreach implementer conveyed information according to their respective expertise, namely the Gowa Regency BPN implementers conveyed information related to the technical implementation of the land registration policy through PTSL, the village government conveyed information related to the classification of types of land that can be registered, and the prosecutor's office, police, and TNI conveyed information from a legal perspective on the importance of land registration. There was a question and answer session so that the community could directly ask the Gowa District BPN if they had any problems with their land administration.

In addition to the outreach conducted by the Gowa District BPN, the education process related to land registration was also carried out through ongoing socialization. The socialization process is not limited to time and place, unlike the educational sessions. The socialization is conducted in a language that is accessible and understandable to the community. In addition, to assist in the process of educating the community, the Gowa District BPN and the village government sometimes use simple analogies so that the information conveyed is well received by the community. The forms of socialization carried out by the Gowa District BPN and the village government include:

- a. When the Gowa District BPN conducts a tour of villages to carry out land registration through PTSL, the Gowa District BPN will invite the community directly to register their land. The village government also does this when community members come to the village office.
- b. The village government, as the implementer of PTSL at the village level, also conducts outreach activities such as providing education at the hamlet level and gathering neighborhood association (RT/RW) leaders to assist the village government in disseminating information about land registration through PTSL to the surrounding communities.
- c. Even when there are no land registration activities or events, whenever there are activities that gather the community, the Gowa District BPN and the Timbuseng Village Government will include information related to land registration through PTSL.

Effective Legal Education Using George C. Edwards III's Communication Theory

In the implementation of public policy, communication is important because the higher the target group's knowledge of the program, the lower the level of rejection and errors in applying the program and policy in the real world (Bestari, 2019). According to George C. Edwards III (1980), communication in policy implementation requires implementers to fulfill three elements, namely information delivery, clarity of information, and consistency in information delivery.

Regarding this theory, the National Land Agency (BPN) of Gowa Regency conducts education on the importance of land registration as follows:

a. Information dissemination

Decisions on policies and orders to implement them must be disseminated before the orders can be followed. The dissemination of information by the Gowa Regency BPN in this case prior to the implementation of land registration through the PTSL policy has been included in Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency of the Republic of Indonesia Number 35 of 2016 concerning the Acceleration of Complete Systematic Land Registration, which was updated in Regulation of the Minister of Agrarian Affairs and Spatial Planning/ Head of the National Land Agency of the Republic of Indonesia Number 12 of 2017 concerning the Acceleration of Complete Systematic Land Registration and then updated again in Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency of the Republic of Indonesia Number 6 of 2018 concerning the Acceleration of Complete Systematic Land Registration. This is also reinforced by the existence of Presidential Instruction of the Republic of Indonesia Number 2 of 2018 concerning the Acceleration of Complete Systematic Land Registration. Then, the implementation of PTSL is guided by Technical Guideline Number 1/Juknis-300.UK.01.03/XII/2023 of 2024 concerning the Collection of Integrated PTSL Physical Data 2024.

Thus, the Gowa District BPN has fulfilled the element of information delivery with the existence of regulations containing the PTSL policy. In addition, the addition of regulations related to land registration as a solution to land

registration problems through the PTSL policy is in line with Lawrence M. Friedman's theory of legal effectiveness, where the determining factor for the proper implementation of law is the existence of laws that regulate, and these laws are made with good intentions for the community. These regulations serve as the basis for policy implementation guidelines.

b. Clarity of Information

Information is conveyed to policy implementers, target groups, and related parties, and the delivery process must be well communicated from upstream to downstream so that there is mutual understanding and no misunderstanding between implementers. In implementing land registration through the PTSL policy, the Gowa District BPN not only provided direct counseling to the community, but also provided counseling in advance to PTSL implementers at the Timbuseng Village level, so that both the Gowa District BPN and village-level implementers provided similar and consistent information to the target community of this policy. In conveying this information, the Gowa District BPN also used language that was more understandable and comprehensible to the community, so that the element of clarity of information provided by the Gowa District BPN and the Timbuseng Village Government as the village-level PTSL implementers was fulfilled.

c. Consistency

A good education process is not only carried out once, but must be carried out continuously because good, consistent, and clear dissemination of information and socialization are very important in the implementation of a policy. This helps to increase public awareness and understanding, disseminate accurate information, increase participation, overcome doubts, encourage compliance with procedures, and improve program implementation efficiency. According to Roeslie & Bachtiar (in Sururi et al., 2023), if policy implementation is to be effective, the information conveyed must be consistent and clear, and the instructions must not conflict with other policy instructions.

The Gowa District BPN and the Timbuseng Village Government, as the implementers of PTSL at the village level, provide education in the form of legal counseling and socialization related to land registration through the PTSL policy. This education is not limited to a specific time and place, but is carried out continuously and persistently to the community wherever they are. Thus, the education process carried out by the Gowa District BPN has fulfilled the three elements of good communication in accordance with the theory proposed by George C. Edwards III.

CONCLUSIONS AND RECOMMENDATIONS

Based on the results of research on the role of the National Land Agency of Gowa Regency in increasing public awareness of land registration through legal education in Timbuseng Village, Gowa Regency, it can be concluded that the educational role of the National Land Agency is very important in increasing public legal awareness, particularly through outreach activities, socialization of land programs, and land registration. Legal education must also be provided using effective communication. The success of increasing awareness of land

registration does not only depend on administrative services, but also on the intensity and quality of legal education provided to the community. Based on the results of the study, it is recommended that the National Land Agency of Gowa Regency continue to improve the quality and intensity of legal education programs for the community through more communicative, participatory, and sustainable methods, so that the community's understanding of the importance of land registration is not only temporary but becomes an inherent legal awareness. The village government in Timbuseng Village is also expected to play an active role as an educational partner by facilitating regular socialization activities and helping to disseminate land information in a simple and easy-to-understand manner. In addition, further research is recommended to expand the scope of the study and use a mixed-method approach in order to obtain a more comprehensive picture of the effectiveness of legal education in increasing awareness of land registration in various social conditions.

ADVANCED RESEARCH

Future research should shift from merely identifying the role of institutions toward building measurable frameworks, testing sustainability, and designing innovative legal education strategies. By doing so, research can contribute not only to academic discourse but also to evidence-based policy strengthening the role of the Badan Pertanahan Nasional Kabupaten Gowa in fostering long-term legal awareness in rural communities.

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