

Effectiveness of Land Certificate Administrative Governance at the Land Office

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ABSTRACT

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This study aims to analyze the administrative governance of land certificates at the Land Office of Tegal Regency in 2024, with a focus on administrative procedures, service programs, the use of technology, and challenges in the issuance of land certificates. The research employs a descriptive qualitative method to gain a deeper understanding of the practices of land administration governance at the regional level. Data were collected through interviews, observations, and documentation studies. Primary data were obtained from interviews with employees of the Land Office who are directly involved in land registration services, while secondary data were derived from official reports and administrative documents. The results indicate that the Land Office of Tegal Regency has implemented several service innovations, such as the Complete Systematic Land Registration Program (PTSL), the Five-Minute Roya Service, and the implementation of electronic land certificates. These innovations are intended to improve service efficiency, strengthen legal certainty, and enhance the security of land data. However, the study also identified several challenges, including limited technological infrastructure, less optimal dissemination of digital services, and public perceptions regarding the quality of services provided. The implementation of electronic land certificates has proven to improve efficiency and data security, yet it still requires stronger human resources and greater technological support. Overall, the study concludes that the governance of land certificate administration in Tegal Regency has moved toward the principles of good governance, although continuous improvements are still necessary.

INTRODUCTION

Land administration is a fundamental instrument within the governmental system that functions to ensure legal certainty over land rights for the community. The legal foundation of land administration in Indonesia is explicitly regulated in Law Number 5 of 1960 concerning the Basic Agrarian Principles, which positions the state as the authority responsible for controlling and regulating land utilization. This provision is further clarified through Government Regulation Number 24 of 1997 concerning Land Registration as a mechanism to provide legal certainty and protection. Land registration does not only serve as proof of ownership rights but also functions as an instrument for orderly administration and the prevention of land disputes. In practice, a land certificate serves as a legal document with strong evidentiary power that is officially recognized by the state. Therefore, the administrative process of issuing land certificates must be managed professionally and systematically. The quality of land administration governance has become an important indicator in assessing the success of public services in the land sector (Syalom B & Yudharta, 2024).

The Land Office, as a technical implementing unit of the National Land Agency, plays a strategic role in providing land certificate administrative services at the regional level (Saputro et al., 2022). The Tegal Regency Land Office is responsible for the entire process of land registration, starting from document submission, land measurement, juridical verification, to the issuance of land certificates. The implementation of these duties requires administrative accuracy and strict adherence to established operational standards. However,

empirical conditions indicate that several obstacles are still encountered in land certification services. Communities frequently express complaints regarding the lengthy process of certificate issuance as well as the limited accessibility of service information. These issues reflect challenges related to the effectiveness and efficiency of land administration bureaucracy. This condition indicates that improving the governance of land certificate administration remains an urgent necessity (Adha et al., 2024).

Problems in land administration not only affect delays in public services but also have the potential to create land disputes and conflicts. Inaccurate physical and juridical data may lead to overlapping land ownership claims. Previous studies indicate that weak administrative verification is one of the main factors contributing to land disputes in various regions. In this context, the Land Office bears significant responsibility in ensuring data accuracy and legal certainty. Failure to manage land administration in an orderly manner may reduce the level of public trust in government institutions (Natasha et al., 2025). Public trust is a crucial element in the success of public service delivery. Therefore, the governance of land certificate administration must be carried out based on the principles of prudence and professionalism (Fredy et al., 2025).

In line with the demands of bureaucratic reform, the government encourages the implementation of good governance principles in all sectors of public service, including land administration. Principles such as transparency, accountability, effectiveness, and efficiency serve as key indicators in assessing the quality of land certificate service governance.

Transparency is essential to ensure that the public clearly understands service procedures, costs, and processing time. Accountability forms the basis for the responsibility of public officials in every stage of service delivery. Effectiveness and efficiency relate to the ability of bureaucracy to provide timely services that meet the needs of the community. In practice, the implementation of good governance principles still faces various structural and administrative challenges. This situation requires continuous evaluation of land administration governance at the regional level (Pardiyansyah et al., 2025).

The development of information technology has encouraged the transformation of land services through the implementation of electronic land certificates. This policy aims to improve service efficiency while ensuring the security and integrity of land data. Electronic certificates are also expected to minimize the risks of document loss, forgery, and manipulation. However, the implementation of this policy is not without technical and social challenges. Widiyantoro et al. (2022) state that limited digital literacy among the public is one of the main obstacles to the implementation of electronic certificates. In addition, the readiness of government officials and technological infrastructure also plays an important role in determining the success of service digitalization. Similar conditions are also observed in regional land services, including in Tegal Regency (Kartono & Rakhmatullah, 2024).

Based on preliminary findings in the field, the implementation of electronic land certificates at the Tegal Regency Land Office has been carried out since 2024. Policy socialization has been conducted through various media, yet it has not fully reached all segments of society. Some members of the community still have limited understanding of the differences between conventional land certificates and electronic certificates. This condition indicates the existence of an information gap between service providers and service recipients. Such a gap may hinder the optimal utilization of digital land services. Therefore, strategies for public outreach and community assistance become important aspects in the implementation of this policy. This is consistent with the principles of participation and inclusiveness within good governance (Widiyantoro et al., 2022).

Based on the background described above, this study becomes important to examine the governance of land certificate administration at the Tegal Regency Land Office in greater depth. The research focuses on analyzing the effectiveness of land certificate administration governance in 2024 based on the actual practices of land service implementation. The aspects examined include administrative procedures, service programs, the implementation of electronic certificates, and the challenges encountered in their implementation. A qualitative approach is employed to obtain a comprehensive understanding of the processes and dynamics of land services. Theoretically, this research is expected to enrich studies in public administration and land governance. Practically, the findings are expected to serve as an evaluation material and policy recommendation for the Tegal Regency Land Office. Thus, this study is relevant in supporting the realization of transparent, accountable, and equitable land services in accordance with the principles of good governance.

METHODS

This study employed a qualitative approach with a descriptive research design aimed at gaining an in-depth understanding of the administrative governance of land certificates at the Land Office of Tegal Regency. A qualitative approach

was chosen because the study focuses on processes, meanings, and the dynamics of land service implementation, which cannot be adequately measured through quantitative methods. The research emphasizes the exploration of information related to the implementation of good governance principles in land certificate administrative services, particularly in terms of transparency, accountability, effectiveness, and public participation.

The research was conducted at the Land Office of Tegal Regency, as this institution plays a strategic role in the administration of land registration and the implementation of electronic land certificates, which are closely related to the effectiveness of public service delivery in land administration as discussed by Kambolong et al. (2023). The research subjects were determined purposively, selecting key informants who have direct knowledge and understanding of the land service processes and the policies implemented within the institution. The primary data collection technique used in this study was in-depth interviews in order to obtain factual information and internal perspectives regarding the implementation of land administration programs, which aligns with the importance of analyzing administrative service systems as emphasized by Syahrul (2019). In addition to interviews, the research was also supported by secondary data obtained from official documents, regulations, and activity reports related to land certificate administration.

The data analysis technique in this study was conducted qualitatively using an interactive analysis model consisting of data reduction, data presentation, and conclusion drawing. Interview data were transcribed verbatim to maintain the authenticity of the information provided by the informants. The collected data were then categorized according to the research focus and the indicators of good governance to facilitate the interpretation process, particularly in understanding legal certainty issues related to land ownership as highlighted by Hanisa et al. (2025). Data reduction was carried out by selecting information relevant to the governance of land certificate administration and eliminating data that were not directly related to the objectives of the study. The data were presented in the form of interview result tables and descriptive narratives to clearly illustrate the relationship between empirical findings and theoretical perspectives, including aspects of legal protection for land rights holders in cases of dual certificates as examined by Sasmito et al. (2025). The final stage involved drawing conclusions by linking empirical findings with the concept of good governance and the applicable legal regulations. To ensure the validity of the data, this study applied source triangulation by comparing the results of interviews with the available supporting documents.

RESULTS AND DISCUSSION

Administrative Governance Flow of Land Certificate Management

The research findings indicate that the administrative governance of land certificates at the Tegal Regency Land Office follows a clear and systematic workflow, beginning with the application registration stage and ending with the issuance of the land certificate. This workflow is implemented in accordance with the provisions of Law Number 5 of 1960 concerning the Basic Agrarian Law, which emphasizes the importance of legal certainty in land rights, as well as Government Regulation Number 24 of 1997 on Land Registration, which serves as the technical basis for the implementation of land administration.



Figure 1. The atmosphere of the public service room at the Tegal Regency Land Office showing land administration service activities through service counters

In practice, applicants first visit the service counter to obtain an application form and information regarding the administrative requirements that must be fulfilled. These requirements include identification documents, proof of land ownership or control, and other supporting documents depending on the type of application submitted. Once the documents are declared complete, registration officers conduct an administrative examination and initial verification to ensure the conformity of the applicant's juridical data.

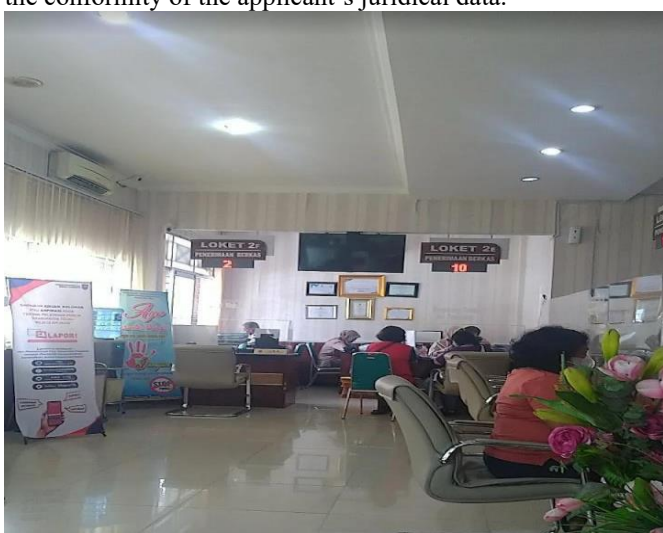


Figure 2. The process of land administration services at the service counter of the Tegal Regency Land Office, illustrating direct interaction between officers and the community in managing land documents

This stage is crucial because the completeness and validity of documents largely determine the smooth progression of subsequent procedures. This finding is consistent with Adha et al. (2024), who state that careful data verification is an essential factor in preventing administrative errors and delays in certificate issuance.

The next stage in the administrative governance flow of land certificates is land parcel measurement, particularly for first-time land registration or when there are changes in physical data. The measurement is carried out by authorized survey officers to ensure the clarity of land boundaries and the factual size of the land in the field. After the measurement is completed, the results are documented in a survey letter which is subsequently verified and signed by the authorized official

at the Land Office. The physical data obtained from the measurement are then combined with the applicant's juridical data and processed further through the Land Activity Computerization System (KKP).

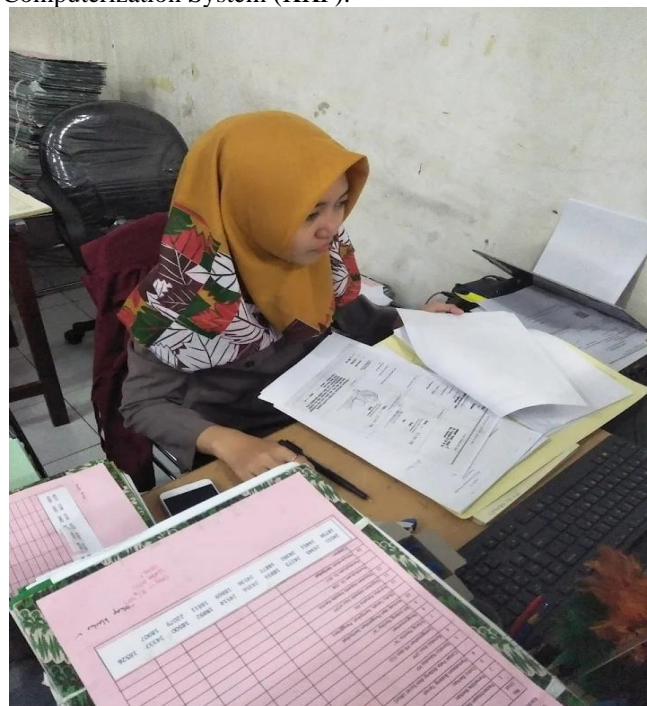


Figure 3. The processing and examination of land certificate administrative documents by officers of the Tegal Regency Land Office, which still involves the use of physical documents as part of the administrative workflow

All of these stages reflect the principles of legal certainty and orderly administration, which constitute the primary objectives of land registration. The structured process is also intended to minimize the potential for overlapping land ownership or future land disputes. Mahadhika et al. (2025) emphasize that weak supervision during the measurement and physical data recording stages often leads to overlapping certificates. Therefore, accuracy at this stage becomes a key element in the governance of land certificate administration.

Along with developments in national policy, the administrative flow of land certificates in Tegal Regency has also undergone transformation through the implementation of electronic land certificates. The implementation of this electronic system aims to improve service efficiency, ensure data security, and reduce the risk of certificate loss or forgery. However, interview results indicate that the adoption of the electronic system requires a significant adjustment process. A key informant explained:

"I see the transition from analog to electronic systems. It requires many adjustments, especially in service processes," by Informant AS, January 6, 2026, 16.00 WIB.

This statement indicates that the transition from a manual system to an electronic system requires adaptation not only from the institutional side but also in service mechanisms. These adjustments involve not only the use of technology but also changes in work patterns and understanding of new procedures. Similar findings were reported by Widiyantoro et al. (2022), who noted that analog work culture and human resource readiness are major challenges in implementing electronic certificates.

In practice at the Tegal Regency Land Office, the implementation of electronic land certificates is carried out

gradually in accordance with the policy of the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN), which was simultaneously launched across Central Java Province in mid-2024. At the initial stage of implementation, all incoming land registration applications are directed to produce electronic certificate products. Nevertheless, the conversion process from manual certificates to electronic certificates requires re-examination of existing physical and juridical data. This process may extend service time if inconsistencies in data are found.

This condition indicates that service innovation cannot fully eliminate administrative constraints originating from the quality of previous data. This finding aligns with Kartono & Rakhmatullah (2024), who state that the effectiveness of electronic certificates largely depends on the validity of initial data and the readiness of supporting systems. Therefore, digitalization does not automatically accelerate services unless it is accompanied by comprehensive improvements in data management and system infrastructure.

From a governance perspective, the administrative flow of land certificate services at the Tegal Regency Land Office reflects the principles of good governance, particularly in terms of legal certainty and accountability. Each stage of service delivery is supported by clear legal foundations and procedures and can be traced through the available administrative system. However, in terms of effectiveness and responsiveness, challenges remain, particularly regarding service duration and adaptation to the electronic system. These conditions are influenced by limitations in human resources and technological infrastructure that are not yet fully adequate.

Pardiyansyah et al. (2025) also found that limited technological infrastructure and digital literacy constitute major obstacles to service quality in regional land offices. Therefore, improving the governance of land certificate administration depends not only on regulatory frameworks but also on the readiness of resources and technological support. These findings emphasize that a well-structured administrative flow must be accompanied by adequate implementation capacity to achieve optimal public service outcomes.

Land Certificate Administrative Service Program

The land certificate administrative service program at the Land Office of Tegal Regency experienced significant development in 2024 following the implementation of the electronic land certificate policy introduced by the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN). This policy was implemented simultaneously and gradually across Central Java Province starting in June 2024. Based on interviews with officials of the Tegal Regency Land Office, it was stated that :

“The implementation of electronic certificates was carried out simultaneously across Central Java... around June 2024,” by Informant AS, January 6, 2026, 16.05 WIB.

At the initial stage of implementation, all types of land registration services submitted to the land office were directed to produce electronic certificates as the final output. This indicates a fundamental shift in the land administration system from a manual approach to a digital-based system. However, the transition did not occur without challenges, as adjustments were required in several aspects of service delivery. Officials explained that :

“Many adjustments were needed,” by Informant AS, January 6, 2026, 16.12 WIB.

During the early stages of implementing the electronic system. This condition suggests that innovation in public services requires a transition period before it can operate optimally.

In addition to the implementation of electronic certificates, the most dominant service program at the Tegal Regency Land Office is the Complete Systematic Land Registration Program (PTSL). According to interview results, informants stated that “the most dominant program at the land office is PTSL, Complete Systematic Land Registration.” This program has been implemented continuously since 2017. The PTSL program aims to provide legal certainty for lands that have not yet been certified, particularly for communities in rural areas. The existence of this program aligns with the objectives of Law Number 5 of 1960 concerning Basic Agrarian Principles and Government Regulation Number 24 of 1997, which emphasize the importance of land registration in ensuring legal certainty of land rights. Research by Jayadi (2025) shows that PTSL is a strategic instrument for accelerating land certification and preventing land disputes. Nevertheless, the implementation of PTSL in practice still faces administrative challenges, particularly related to document completeness and the readiness of community data. Therefore, although the program has produced positive impacts, its effectiveness largely depends on the quality of implementation and the availability of supporting resources.

From the financial aspect, interview findings indicate that there are still misconceptions among the public regarding the PTSL program, which is often assumed to be completely free of charge. The informant explained that :

“Regarding the cost, it is not entirely free, because some parts are funded by the state budget (APBN) and others are borne by the applicant,” by Informant AS, January 6, 2026, 16.18 WIB.

Costs paid by applicants generally relate to pre-registration administrative requirements, such as obtaining a statement of physical land possession, purchasing stamps, and duplicating documents. This finding is consistent with Prastiyo & Niravita (2025), who state that administrative constraints and non-technical costs often become obstacles in the land certification process. From a good governance perspective, transparency in financing is essential to ensure that the public clearly understands service procedures. A lack of understanding may lead to dissatisfaction and negative perceptions of the land office’s performance. Therefore, clear and transparent communication regarding service costs is necessary.

The implementation of electronic land certificates is also intended to improve data security and minimize the risk of certificate loss. Based on interview results, officials explained that when a manual certificate is lost, the reissuance process takes a long time because it requires remeasurement of the land. In contrast, electronic certificate data are stored within the system. This finding supports the study by Kartono & Rakhmatullah (2024), which states that electronic certificates provide stronger legal protection since land data are digitally stored and integrated. However, the effectiveness of the electronic system highly depends on the validity of the initial data converted from manual certificates. The conversion process requires re-verification of both physical and juridical data to prevent errors or overlapping ownership. This is important considering that studies by Fredy et al. (2025) and

Mahadhika et al. (2025) show that weak data accuracy and poor inter-agency coordination are the main causes of duplicate certificates and land disputes. Therefore, digitalization must be accompanied by comprehensive improvement of land data management.

In terms of public outreach, interview results indicate that the Tegal Regency Land Office has conducted various efforts to disseminate information regarding electronic certificates through social media, the official website, and community counseling activities. The informant stated that the socialization process is carried out “through social media, outreach programs, and when there are activities in villages.” Nevertheless, officials also acknowledged that some members of the public still do not fully understand the concept of electronic certificates due to limited digital literacy and the long-standing reliance on manual systems. This finding is consistent with Widiyantoro et al. (2022), who state that an analog culture and low community readiness are major challenges in implementing electronic certificates. From a good governance perspective, this situation indicates that the principles of participation and inclusiveness have not yet been fully achieved. Continuous and accessible socialization is therefore essential to ensure that the public can understand and benefit from this service innovation.

Overall, the land certificate administrative service program at the Tegal Regency Land Office demonstrates a commitment to the modernization of public services and the implementation of good governance principles. The aspects of legal certainty and accountability have relatively been fulfilled through clear procedures and regulation-based services. However, in terms of effectiveness and responsiveness, several challenges remain, particularly related to limited human resources, technological facilities, and public digital literacy. These findings are consistent with Pardiyansyah et al. (2025), who emphasize that the quality of land administration services is strongly influenced by the readiness of officials and supporting infrastructure. Therefore, improving the governance of land certificate administration requires not only policy innovation but also strengthening implementation capacity at the regional level. Through these efforts, the goal of providing effective, transparent, and equitable public services can be achieved in a sustainable manner in accordance with community needs.

Implementation of Electronic Land Certificates and Public Socialization

The implementation of electronic land certificates is viewed as a form of public service innovation that is expected to improve efficiency, data accuracy, and the security of land administration documents. The key informant explained that the electronic certificate policy was not implemented nationally at once but was initially introduced through a pilot phase in selected regions. This step was intended to ensure the readiness of the system, regulations, and supporting resources before the policy was expanded to other areas. The informant stated:

“Previously, the program was first conducted as a sampling in DKI Jakarta for several months. After that, provinces that had met the required criteria could begin launching electronic certificates,” by Informant AS, January 6, 2026, 16.25 WIB.

This statement indicates that the implementation of electronic certificates was carried out gradually and in a measured manner, reflecting a cautious approach in land administration

governance. Furthermore, the key informant explained that Central Java Province, including Tegal Re-gency, officially began implementing electronic land certificates in mid-2024. This simultaneous implementation marked the beginning of a transformation in land services from a system based on physical documents to one based on digital documentation. The informant stated:

“In Central Java, it started around June 2024, when the electronic certificates were launched simultaneously and began to be implemented,” by Informant AS, January 6, 2026, 16.32 WIB.

This implementation demonstrates the existence of policy uniformity at the regional level, which aims to prevent differences in service standards across regions. Conceptually, this policy aligns with the principles of good governance, particularly in terms of effectiveness and efficiency in public service delivery. Electronic certificates are considered capable of minimizing the risk of document loss, accelerating administrative processes, and improving the reliability of land data. These findings are consistent with the study conducted by Kartono & Rakhmatullah (2024), which states that electronic certificates have the potential to enhance data security and administrative efficiency in land management, particularly in the management of government assets. Therefore, the implementation of electronic certificates in Tegal Regency can be viewed as a strategic step toward the modernization of land governance.

However, the findings of this study also show that the success of implementing electronic land certificates is not determined solely by system and regulatory readiness but also depends greatly on public understanding and acceptance. Based on interview results, although socialization efforts have been conducted through various channels, public understanding of electronic certificates remains uneven. The key informant stated:

“Some members of the public may still not understand the existence of electronic certificates due to limited socialization and the habits of the community,” by Informant AS, January 6, 2026, 16.40 WIB.

This statement indicates a gap between the policy that has been established and the social conditions within the community. The long-standing habit of using physical or manual certificates has become one of the obstacles to the acceptance of electronic certificates. This finding is consistent with the study of Widiyantoro et al. (2022), which notes that the persistence of an analog culture and the low level of digital literacy among the public constitute major challenges in implementing electronic certificates at the regional level. Thus, the implementation of electronic certificates in Tegal Regency still faces social barriers that require serious attention.

The socialization efforts conducted by the Land Office of Tegal Regency include the use of social media, national electronic media, and direct outreach activities in villages. These activities aim to provide the public with an understanding of the differences between electronic and manual certificates, as well as the benefits of adopting a digital system. Nevertheless, the findings of this study indicate that these socialization methods have not fully reached all segments of the community. This condition is in line with the research of Pardiyansyah et al. (2025), which found that limited digital literacy and technological infrastructure remain major con-

straints in improving the quality of public services at regional ATR/BPN offices. From the perspective of good governance, this condition suggests that the principle of public participation has not yet been fully achieved. Effective participation requires adequate public understanding of the policies being implemented. Therefore, one-way socialization approaches need to be complemented by more educative and dialogical strategies so that the community can actively participate in land administration processes.

In addition, the implementation of electronic certificates is closely related to efforts to prevent land disputes and the falsification of land certificates. The digitalization of land data is expected to reduce the potential occurrence of duplicate certificates and overlapping land rights. Research by Fredy et al. (2025) shows that one of the main causes of disputes involving duplicate land certificates is the weakness of data recording and verification systems. With electronic certificates, land data are stored in a centralized and integrated system, enabling verification processes to be conducted more accurately. However, the results of this study indicate that the transition from a manual system to an electronic system still requires administrative and technical adjustments. The process of converting old data into an electronic system requires a high level of accuracy to avoid creating new errors. Therefore, although electronic certificates have significant potential to strengthen legal certainty, their implementation must be accompanied by improvements in the capacity of administrative personnel and the strengthening of supervisory systems.

Overall, the findings of this study indicate that the implementation of electronic land certificates at the Land Office of Tegal Regency represents a progressive step toward establishing a more modern and accountable land administration system. Nevertheless, the success of this policy still faces challenges, particularly in terms of socialization and public readiness. These findings reinforce the view that public administration reform does not only focus on technological aspects but must also consider the social and cultural dimensions of society. From a good governance perspective, the implementation of electronic certificates should be supported by transparent information, improved digital literacy, and active public participation. In this way, the digitalization of land services will not merely symbolize modernization but will genuinely contribute to improving the quality of public services and strengthening legal certainty regarding land rights in accordance with community needs.

Challenges of Community Adaptation and Digital Literacy

The research findings indicate that the main challenges in implementing electronic land certificates at the Tegal Regency Land Office do not only originate from technical and system-related aspects, but also from the social readiness of the community as service users. Key informants emphasized that the transition of land administration from a manual system to a digital system is a gradual process that requires time and continuous adjustment. This situation is reflected in the informants' statements that digital policies cannot be immediately understood by all members of society within a short period of time, particularly by communities that have long been accustomed to analog administrative systems. Informants explicitly stated that the limited public understanding represents a real challenge in the implementation of this policy.

“Indeed, the implementation of a policy cannot be instantly understood by the public, especially when the system has

shifted to an electronic format,” by Informant AS, January 6, 2026, 16.47 WIB.

This statement indicates that community digital literacy remains a crucial factor influencing the effectiveness of the electronic land certificate policy. These findings are consistent with Widiyantoro et al. (2022), who argue that the persistence of an analog-oriented culture in society constitutes an external barrier to the implementation of electronic land certificates in various regions. Furthermore, the interview results reveal that the Tegal Regency Land Office has implemented an adaptation strategy through direct service interaction with applicants. Every individual who submits a land certificate application is informed that all land registration services processed at present will result in electronic certificate products. This strategy serves as a form of direct public education so that the community not only receives the service outcome but also understands the administrative transformation currently taking place. As emphasized by one of the informants

“When people register their land at the land office, every type of registration service submitted will eventually produce an electronic certificate,” by Informant AS, January 6, 2026, 16.55 WIB.

This approach reflects an effort to improve transparency of information in public services, which is one of the fundamental principles of good governance. Nevertheless, a service-counter-based approach is considered insufficient to fully reach the broader community, particularly groups that rarely interact directly with the Land Office.

Efforts to disseminate information about the electronic certificate policy have also been conducted through social media, electronic media, and counseling activities integrated with the Complete Systematic Land Registration (PTSL) program. However, the research findings suggest that the intensity and reach of these socialization efforts remain uneven. Some members of the community in Tegal Regency still do not fully understand the differences between manual and electronic land certificates, including their form, function, and security mechanisms. This condition supports the findings of Pardiyanayah et al. (2025), who state that limited digital literacy and insufficient policy dissemination are significant factors affecting the quality of public services within the ATR/BPN institutional environment. In this context, the imbalance between the rapid pace of digital policy implementation and the community's readiness may potentially lead to resistance or a lack of trust in land administration services.

From the perspective of administrative governance, the limited public understanding of electronic systems also has implications for service effectiveness and legal certainty. Electronic certificates are designed to enhance data security, reduce the risk of document loss, and prevent certificate forgery and duplication. However, these benefits cannot be fully realized if the public does not adequately understand the procedures and mechanisms for their use. This finding aligns with the study of Fredy et al. (2025), which highlights that weak public understanding and inconsistencies in administrative data can trigger land-related problems, including the potential emergence of disputes and duplicate certificates. Therefore, digital literacy functions not only as support for innovation but also as a prerequisite for ensuring legal certainty in land administration.

In addition to community-related factors, this study also shows that the officials of the Land Office act as mediators of change between national policy and local social realities.

Officials are required not only to master information technology systems but also to possess adequate public communication skills in order to explain policies in a persuasive and comprehensible manner. This condition emphasizes that digital transformation in land administration is not merely a matter of technology, but also a matter of human resource capacity and service approaches. This finding is consistent with Adha et al. (2024), who state that the lack of competent human resources is one of the factors contributing to the suboptimal performance of land certification services at the regional level.

Overall, the findings of this study demonstrate that the implementation of electronic land certificates at the Tegal Regency Land Office has followed an appropriate policy direction, although it still faces significant challenges related to social adaptation and community digital literacy. The gradual dissemination approach carried out through service counters and social media represents a realistic step, but it needs to be strengthened through more systematic and sustainable communication strategies. Within the framework of good governance, increasing public participation and understanding becomes a crucial element to ensure that digitalization policies are not merely administrative in nature but also provide tangible benefits for society. Therefore, the success of electronic land certificates largely depends on the synergy between policy direction, institutional capacity, and the readiness of the community as users of land administration services.

Discussion of Research Findings

Overall, the findings of this study indicate that the administrative governance of land certificates at the Land Office of Tegal Regency has been implemented in accordance with the national regulatory framework, particularly Law Number 5 of 1960 concerning the Basic Agrarian Principles and Government Regulation Number 24 of 1997 concerning Land Registration. The administrative process reflects efforts to improve efficiency and accountability through the implementation of strategic programs such as the Complete Systematic Land Registration program (PTSL) and digital service innovations, including electronic land certificates. Nevertheless, the effectiveness of this governance implementation is still influenced by several constraints, including limited human resources, insufficient technological infrastructure, and the relatively low level of digital literacy among the community. This condition is consistent with the findings of Adha et al. (2024), who state that limited competence of officials and insufficient accuracy in data verification are major obstacles in land certification services. From the perspective of good governance, these challenges indicate that the principles of effectiveness and efficiency have not yet been achieved optimally. Therefore, the governance of land administration still requires strengthening both in terms of internal capacity and external support in order to maximize public service delivery.

The findings also show that the implementation of electronic land certificates represents a strategic step in improving land data security and minimizing the risk of certificate loss or forgery. This policy is aligned with the objectives of bureaucratic reform and the digitalization of public services promoted by the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN). However, interview results reveal that the success of electronic certificate implementation largely depends on the readiness of the community

as service users. The limited public understanding of electronic systems has caused the adaptation process to occur gradually and requires more intensive socialization efforts. This finding supports the study by Widiyantoro et al. (2022), which states that social and cultural factors, particularly the persistence of analog-based practices within society, pose significant challenges to the implementation of electronic land certificates in regional areas. Consequently, the principle of public participation in good governance has not yet been fully realized. Synergy between the Land Office, local government, and the community is therefore essential in establishing transparent, accountable, and sustainable land certificate administration.

To clarify the relationship between the research findings, the indicators of good governance, and the supporting theoretical framework, the following table presents an analysis of the research findings.

Table 1. Analysis of Research Findings Based on Good Governance Principles

No	Research Findings	Good Governance Indicator
1	The administrative process of land certification follows established procedures and regulations	Accountability and Legal Certainty
2	Implementation of the PTSL program as an effort to accelerate land certification	Effectiveness and Efficiency
3	Implementation of electronic land certificates to improve data security	Transparency and Security
4	Low level of community digital literacy regarding electronic services	Public Participation
5	Limitations in human resources and technology in land administration services	Service Effectiveness

Based on the table above, it can be concluded that the governance of land certificate administration in Tegal Regency has generally moved toward the application of good governance principles. However, it still faces both structural and cultural challenges, particularly in terms of bureaucratic complexity and overlapping authorities, as highlighted by Adinegoro & Iswahyuni (2023). In addition, land dispute issues and overlapping land certificates indicate ongoing problems related to legal certainty, as explained by Anggita & Andraini (2025). This condition is further supported by Azahra & Nurfaizah (2025), who emphasize the importance of the Administrative Court's authority in ensuring legal certainty.

Moreover, the utilization of digital and geospatial technologies has shown potential in improving land information systems, although its implementation still requires optimization and integration across institutions, as stated by Amrin & Sopyan (2023). Strengthening the capacity of government officials, improving technological infrastructure, and implementing more inclusive socialization strategies are important steps to enhance service quality and ensure equitable access to land certification programs, in line with Dharmanu Yudharta and Wismayanti (2024). Furthermore, attention to specific cases such as land acquisition for public purposes highlights the importance of legal clarity and protection of community rights in land governance, as discussed by Fahmi et al. (2024). With continuous improvements in these aspects, the governance of land certificate administration in Tegal Regency has the potential to become more effective, accountable, and responsive to the needs of the community.

CONCLUSION

Based on the results of this study, it can be concluded that the administrative governance of land certificates at the Land Office of Tegal Regency in 2024 has generally been implemented in accordance with the applicable legal and regulatory framework, particularly in the administration of land registration and the implementation of electronic land certificates. The Complete Systematic Land Registration Program (PTSL) has served as a key instrument in expanding land certificate ownership among community members who previously lacked legal certainty over their land. In terms of transparency and accountability, the Land Office has made efforts to provide information regarding service procedures and costs, although the scope of public outreach and socialization remains limited. The implementation of electronic land certificates represents a service innovation aimed at improving efficiency and strengthening data security. However, interview results indicate that the transition to an electronic system still requires adjustments from both government officials and the community. This condition suggests that the principles of good governance have been applied, although their implementation has not yet reached an optimal level. Therefore, improving the quality of human resources and strengthening the administrative system are essential factors in enhancing the governance of land administration services.

Furthermore, this study shows that the main challenges in the governance of land certificate administration are related to service effectiveness and public participation. Limited public understanding of electronic land certificates, along with the persistence of conventional administrative practices, has become an obstacle to optimizing digital services. This finding highlights the importance of more intensive and continuous socialization strategies so that the community can better understand and utilize service innovations. At the same time, the role of information technology must be supported by adequate infrastructure and the competence of government officials to ensure that services can be delivered efficiently and accountably. In this regard, strengthening internal coordination, improving the capacity of public officials, and encouraging active community involvement are key recommendations for achieving effective governance in land certificate administration. These conclusions emphasize that the success of land administration services is determined not only by the regulatory framework but also by the quality of implementation and the commitment to the principles of good governance.

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