

Implementation of Good Governance Principles in Land Certificate Submission Services at the Agrarian and Land Affairs Office (ATR/BPN) of Bandung City

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Abstract : Land certificate handover is the final stage of land services, which plays a crucial role in providing legal certainty to the public. This study aims to evaluate the implementation of Good Governance principles, identify obstacles and their root causes, and formulate efforts to optimize land certificate handover services at the Bandung City Land Office. The study used a descriptive qualitative approach. Informants were selected purposively, including leaders and relevant officials, service officers, and community service users. Data were collected through observation, interviews, documentation, and literature review. Data analysis was conducted through data reduction, data presentation, conclusion drawing, and Root Cause Analysis (RCA). The results of the study indicate that the implementation of Good Governance has generally been running well through transparency, accountability, ethical behavior and participation, effectiveness, efficiency and sustainability, and the rule of law. However, obstacles remain in system integration, land data validation, service capacity, inter-unit coordination, infrastructure, and public understanding. In conclusion, optimizing Good Governance requires strengthening coordination, administrative digitization, human resource capacity, archive management, and service socialization.

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Introduction

Public services in the land sector play a crucial role because they are related to legal certainty regarding community land ownership. Land certificates serve as proof of legal ownership, as well as a form of legal protection and support for socio-economic activities. Therefore, the application of good governance principles is necessary to ensure transparent, accountable, orderly, and procedural services. Good internal administration is also necessary to minimize data errors, expedite service delivery, and

improve agency performance accountability. Harefa et al. (2024) emphasize that good land governance must ensure a transparent and accountable service process to prevent administrative errors and increase public trust.

Land certificate handover services are carried out based on Standard Operating Procedures (SOPs) established by the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency. Provisions regarding the standard timeframe for completing land services are stipulated in the Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency (ATR/KBPN, 2022), while service rates are stipulated in Government Regulation (Number 128, 2015). The existence of SOPs is expected to create effective, efficient, transparent, and accountable services. However, service implementation in the field still faces various administrative and technical obstacles.

These issues are evident in the 2025 Performance Report (LKj) of the Bandung City Land Office, which shows persistent obstacles in land mapping and validation, suboptimal utilization of electronically prepared data, and a decline in land disputes, conflicts, and cases. Warkah archive management also faces limitations in storage space, archive accumulation, and suboptimal oversight. Ari Analisa, A., & Kurniawan, A., (2024) explains that warkah archive management is necessary to ensure the security, accuracy, and availability of land data to support public services.

Furthermore, certificate delivery services require coordination between departments, orderly document disposition flows, and adherence to procedures. Administrative irregularities can lead to service delays, data errors, and administrative conflicts. Ramadhan et al. (2022) stated that weak administrative controls can trigger data errors and cases of duplicate certificates. Hendriana et al. (2024) also stated that the quality of land certificate delivery services is influenced by the effectiveness of the internal administration system and coordination between work units. Maida Sari (2025) pointed out that successful digitalization still requires the support of orderly and integrated governance.

Land service issues are also reflected in the report of the Indonesian Ombudsman. According to the 2023 Annual Report of the Indonesian Ombudsman, the agrarian and land sector ranked first in terms of public complaints, with 1,190 reports (Ombudsman Republik Indonesia, 2023). In 2025, the agrarian and land sector again topped the list of reported complaint substances with 1,495 reports, while the National Land Agency (BPN) was the third most frequently reported institution, with 965 complaints (Ombudsman RI, 2026). The dominant types of maladministration included failure to provide services and prolonged delays. This situation indicates persistent problems in service quality, administration, and the implementation of good governance.

Based on these conditions, this study aims to analyze the implementation of good governance principles in land certificate handover services, identify the root causes of the obstacles that occur, and formulate efforts to optimize services at the ATR/BPN Office of Bandung City. This research is important to conduct because there is a gap between service standards and actual conditions in the field, especially at the certificate handover stage which is the final part of the land service process. The novelty of this research lies in its focus on the application of good governance principles in the internal administration of certificate handover services and the use of Root Cause Analysis (RCA) to systematically trace the root of the problem.

Research Methods

This study uses a descriptive qualitative method to provide an in-depth description of the actual conditions of land certificate delivery services at the Bandung City Land Office, including the service flow, administrative obstacles, and factors influencing the implementation of good governance principles. According to Sugiyono (2023), qualitative research is conducted in natural settings, with the researcher as the key instrument in the data collection and analysis process. This approach was chosen because the research data consists of explanations, experiences, perceptions, and conditions found directly in the field, thus providing a more comprehensive understanding of the process and causes of service problems.

The research was conducted at the Bandung City Land Office, Jalan Soekarno Hatta No. 586, Sekejati Village, Buahbatu District, Bandung City, West Java. The office is part of the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN), which provides land



services, including registration, measurement, issuance, and delivery of land certificates. The research location was chosen because it has a high volume of land services and there are indications of internal administrative problems related to service delays and procedural inconsistencies.

The research was conducted over six months, from February to July 2026, and included topic and title selection, proposal development, research design seminars, instrument development, data collection and processing, final project preparation, and final defense registration. These activities were structured in stages to ensure the research process adhered to the established focus and objectives.

The data sources in this study consist of primary and secondary data. According to Sugiyono (2023), primary data is a data source that provides information directly to data collectors without intermediaries, while secondary data is obtained indirectly through documents or archives. Primary research data was obtained through in-depth interviews with structural officials, service officers, and the public, as well as direct observation of the service process. While secondary data was obtained from official documents, reports from the Indonesian Ombudsman, service archives, and literature in the form of books and journals relevant to the research.

Data collection techniques were conducted through observation, in-depth interviews, and documentation, which were used in a complementary manner as a form of technical triangulation. Sugiyono (2023) stated that data collection techniques are a strategic step in research because the main objective of research is to obtain accurate and relevant data. Observation was used to observe the service process and interactions between officers and the public. Semi-structured interviews were used to gather information regarding service implementation, administrative obstacles, the implementation of good governance, and the root of the problem. While documentation was used to obtain archives, reports, and supporting documents for the research.

Research informants were determined using purposive sampling, which is the deliberate selection of data sources based on considerations and criteria that meet the research needs. The selected informants consisted of the Coordinator of the General and Personnel Subdivision, who is responsible for human resource management and employee administration; the Coordinator of Planning, Evaluation, and Reporting, who is responsible for performance planning and evaluation; Service Counter Officers who interact directly with the public; and the public as service applicants and recipients. The purpose of selecting informants was to obtain information from various parties directly involved in the service process.

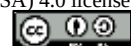
The primary instrument in this study was the researcher themselves (key instrument), as qualitative research positions the researcher as the party directly understanding field conditions, determining the focus, selecting informants, collecting data, and interpreting the information obtained. Sugiyono (2019) explains that supporting instruments in qualitative research can include interview guides, observation guides, and documentation to aid the systematic data collection process. This study also used notebooks, recording devices with the consent of informants, and computers to support data recording and processing.

Data analysis used the interactive model of Miles and Huberman in Sugiyono (2023), which was carried out continuously from data collection until the research was completed. The analysis included four stages: data collection, data reduction, data presentation, and drawing and verifying conclusions. Data obtained through observation, interviews, and documentation were then selected, grouped based on the research focus, presented in narrative or matrix form, and conclusions were then drawn based on the patterns and relationships found. The conclusions obtained were re-verified by checking the validity of the sources and the consistency of the data to ensure the research results could be accounted for.

Results and Discussion

Overview of the Implementation of Land Certificate Submission Services at the Bandung City Land Office (ATR/BPN)

The land certificate handover service is the final stage of land services at the Bandung City Land Office, which serves to provide service results and legal certainty to the public. Its implementation refers to the provisions of the ATR/KBPB (2022), Government Regulation Number 128 of 2015, and applicable service SOPs. The process begins with the applicant's arrival with identification and required documents. Officers then verify the identity and match the data in the system with the physical documents. Once the data is deemed to match, the certificate is handed over to the applicant and recorded in the service administration.



The service involves several work units, starting from the Head of Office, the Administration Sub-Division, the General and Personnel Sub-Division, the Planning, Evaluation, and Reporting Coordinator, to the counter officers who interact directly with the public. Based on the results of interviews, until mid-2026, approximately 9,500 certificate submission files had been completed, with approximately 5,000 files being name change services. The high volume of services poses a challenge in maintaining the quality and timeliness of services, as stated by the informant: "The number of services we handle is quite large. From the beginning of 2026 until now, approximately 9,500 files have been completed and submitted to the public. The most are name change services, approximately 5,000 files. The target for completing services each month is approximately 1,000 files, so each section must work together to achieve this target." (Informant V, Service Counter Officer, 2026).

The Bandung City Land Office has utilized electronic systems to support administration, data retrieval, document verification, and file status monitoring. In the final stages, physical document checks are still conducted to ensure data consistency and minimize errors. The office also provides a waiting room, an electronic queuing system, a service counter, information boards, digital media, and a public complaints facility to support service quality and the implementation of good governance principles. However, challenges remain, including the high volume of applications, the need for inter-unit coordination, the accuracy of administrative verification, and a suboptimal understanding of service procedures among some members of the public.

In general, observations, interviews, and documentation indicate that land certificate delivery services at the Bandung City Land Office have been conducted in accordance with established procedures and supported by an electronic administration system. However, the high service burden and administrative complexity demonstrate the importance of implementing good governance principles to maintain order, quality, and effectiveness of services, as well as legal certainty for the public.

Implementation of Good Governance Principles in Land Certificate Submission Services at the Bandung City Land Office (ATR/BPN)

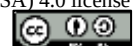
1. Transparency

The principle of transparency is implemented through the provision of open, clear, easily accessible, and accurate access to information regarding the availability of service standards, procedural flows, administrative requirements, cost certainty, and reports on agency performance achievements to employees and stakeholders.

From the dimension of transparency of assignment and internal information, the General and Personnel Subdivision communicates employee assignments formally based on written legality. Assignments are conveyed through Decrees (SK) and official leadership assignment letters such as the SK of the Buakap Team, PTSL, PPID, GTI Team, Service Ambassadors, and Manager of Duty (MOD). For weekend services (Pelataran/Lagu Umat), assignments are communicated in writing based on official assignment letters. Service standards are presented transparently through barcodes at the information desk, brochures, social media, and the Sentuh Tanahku application.

From the public performance reporting dimension, the Coordinator of the Planning, Evaluation, and Reporting Subsection explained that agencies compile performance reports periodically (quarterly, semi-annually, annually, up to the 5-year Strategic Plan). Public performance information disclosure is realized through the presentation of the Government Agency Performance Report (LKJ 2025) and Strategic Plan (RENSTRA 2025-2029) documents which will be published on the official website of the Bandung City BPN for transparent public access, while quarterly reports are focused on internal evaluation:

"Regarding performance reporting and evaluation, we actually compile reports periodically: quarterly, semi-annually, annually, and even annually (Strategic Plan/Renstra). The 2025 LKJ and 2025-2029 Renstra reports have been completed and are being processed for publication on the official website of the Bandung City Land Agency (BPN) Office so that the public can access them transparently."(Informant II, Planning, Evaluation, and Reporting Coordinator, 2026).



At the operational counter level, the Service Counter Staff explained that information regarding requirements, fees, and timeframes is delivered digitally and communicatively. Applicants are instructed to scan the QR code/barcode on the counter before the staff provides specific explanations: *"For information delivery, QR codes/barcodes are available at the counter. So when applicants arrive, we first ask what service they want to register for, then we ask them to scan the barcode to see the application requirements. After that, we explain more specifically. For example, for the ROYA service, we explain the requirements, the time period of 3 to 5 business days, and the fee of Rp 50,000.."* (Informant III, Service Counter Employee, 2026).

The transparency of information at this counter is directly felt by the public using the service. Service Recipient Informant 1 (Notary Employee, 37 years old) expressed satisfaction with the clarity of the information provided by the officers:

"It's satisfying. If there's something we don't understand or have questions about, we can just ask the staff here and they'll give us the correct explanation." (Informant VI, Notary Employee - 37 Years, 2026).

The same thing was emphasized by informant 2, the recipient of service (Notary Employee, 44 years old), who felt very helped by the complete information facilities:

"The staff has provided very clear assistance. There's a hotline and a dedicated information counter here." (Informant V, Notary Employee - 44, 2026).

2. Accountability

The principle of accountability prioritizes clarity of function, compliance with SOPs, and accountability mechanisms for HR management, monitoring, and resolution of obstacles so that the validity of every legal product submitted can be accounted for.

From the perspective of HR management and task allocation, the General and Personnel Sub-Division implements a skills-based workload arrangement (tupoksi). When large-scale rotations/transfers involving more than 115 employees occur, the agency implements work experience mapping to ensure new employees are immediately adaptable at the frontline counter. If a section experiences a backlog of files, rotation and workload adjustments are implemented under the guidance of the Section Head.

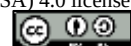
From an internal monitoring system perspective, the Planning Coordinator explained that performance monitoring is conducted daily (in real time) because the Bandung City National Land Agency (BPN) has been designated a Clean and Serving Bureaucratic Region (WBBM). The Head of the Administrative Subdivision and the leadership routinely share daily performance dashboard statuses with the office group through an internal application. This evaluation is directly monitored by the Ministry and the President via the SMPP application, as well as Bappenas' monitoring and evaluation for national strategic programs (PTSL) and budget realization.

From the dimension of handling obstacles at the counter, the Service Counter Staff emphasized that responsibility for delays (for example, validation obstacles before the Deposit Order/SPS is issued) is proactively informed to the applicant via WhatsApp:

"Usually, we inform the applicant directly... Delays usually occur because the SPS (Deposit Order) is only issued after validation. If there are any issues during the validation stage, we inform them via WhatsApp. After that, we issue the receipt and SPS, the applicant makes the payment, and the certificate can be picked up at the counter." (Informant III, Service Counter Employee, 2026).

From the public's perspective, accountability for handling technical obstacles is considered quite responsible. A service recipient (a 37-year-old notary employee) stated that if there are obstacles with a land plot (such as mapping/floating or adjusting the plot's position), the handling time can take 1 to 1.5 months with adequate technical explanation. Meanwhile, another service recipient (a 44-year-old notary employee) provided a realistic picture of the accountability of the physical file verification process:

"Generally, it's been in accordance. However, there have been several delays due to system factors. For example, the application shows the file status as complete, but the physical submission at the counter takes 3 to 4 days afterward because there is a verification/technical file preparation process in the internal



section before being forwarded to the submission counter." (Informant V, Notary Employee - 44 Years, 2026).

3. Ethical Behavior and Participation

The principles of ethics and participation focus on building a work culture of integrity, professionalism, honesty, friendliness and fairness, as well as providing a space for participation for employees and the public to convey input and complaints.

From the perspective of internal ethics and employee commitment, the General Affairs and Personnel Subdivision revealed that Bandung City BPN employees have a strong commitment and moral responsibility to complete the 7 Ministry/ATR-BPN Priority Services to prevent file backlogs. Employees voluntarily work overtime until the evening, especially in the Media Transfer/Electronic Certificate process, to maintain office service performance.

Regarding complaint handling and public participation, the Planning Coordinator explained that all complaint data received from the Control Room or Command Center and the CSMS application is periodically summarized (weekly and monthly). If critical feedback is received from the public, the team immediately seeks technical solutions. Furthermore, the Head of the Land Office regularly encourages staff to submit new ideas and innovations during routine roll calls.

The Service Counter Officer also explained the mechanism for receiving complaints at the front line: "We first collect all incoming complaints. Then we confirm and follow up with the relevant department or section. For example, if an applicant asks why their file hasn't been completed, we check the system to see if there are any issues at a particular stage. After getting clarification from the technical department, we inform the applicant again of the results." (Informant III, Service Counter Employee, 2026).

The applicant highly appreciated the integrity and friendliness of this officer. The service recipient (a 37-year-old notary employee) stated:

"The staff are friendly. Every time I ask a question, they always give satisfactory answers and provide good explanations." (Informant IV, Notary Employee - 37 Years, 2026).

Another Service Recipient (44 Year Old Notary Employee) also confirmed the friendliness of the officers, while also providing participatory input regarding improvements to the electronic queuing machine system which had experienced technical problems/accumulation of applicants during busy hours:

"Yes, the officers at the counter are all friendly... Overall, the service system is quite good. What needs improvement is the queue number system. The transition from a manual to an electronic queue system caused a backlog of applicants who had to wait for a long time, and sometimes there were technical problems with the queue machine, resulting in disorder." (Informant V, Notary Employee - 44 Years, 2026).

4. Effectiveness, Efficiency, and Sustainability

The principles of effectiveness and efficiency emphasize the timely achievement of service performance targets, the appropriate use of human resource resources, and the achievement of agency targets at the national level.

The General Affairs and Personnel Subdivision emphasized that despite the city of Bandung's high workload and daily targets, team coordination and employee hard work have proven effective, delivering impressive results. Thanks to this commitment, the Bandung City Land Office's service performance has consistently achieved a top five national ranking on the ministry's monitoring dashboard.

The Planning Coordinator added that service effectiveness is closely monitored for priority services (such as the one-day SKPT service). If there are public complaints, improvements are made immediately without waiting for monthly evaluations to maintain service effectiveness.



The Service Counter Staff explained that the service duration runs on time according to the SOP (for example, 3 working days from the date of SPS payment) and applicants can carry out independent monitoring via the Sentuh Tanahku application:

"Yes, if the standard estimate is 3 days, then the processing will proceed according to SOP within 3 working days from the date of payment. Once the file is complete, the applicant will be notified. Applicants can also check the status of their files independently through the Sentuh Tanahku app using the receipt number provided at the beginning."(Informant III, Service Counter Employee, 2026).

This time effectiveness was confirmed by Service Recipient Informant 1 (37 years old), who stated that after the SPS was issued, file submission was generally completed within 7 working days if there were no technical issues. Meanwhile, Service Recipient Informant II (44 years old) assessed that the overall service system was quite good, efficient, and made things easier for the public.

5. Rule of Law

The principle of the Supremacy of Law guarantees that all human resource management actions, service procedures, and the submission of land certificates must be based on laws and regulations, SOPs, codes of ethics, and are free from all forms of irregularities or illegal levies (pungli).

The General and Personnel Sub-Section and Planning Coordinator emphasized that all service SOPs refer to the Head of BPN Regulation (Perka) No. 1 of 2010 and Government Regulation (PP) No. 128 of 2015. All employee assignments and evaluation systems are based on national regulatory standards without any deviant procedural stages.

The Service Counter Officer explained the enforcement of legal regulations and identity verification at the handover counter firmly:

"We ensure that all services are carried out in accordance with the applicable code of ethics and regulations. If there is an application that does not meet the requirements... we ask the applicant to complete... During the certificate submission process (such as ROYA), we are required to verify the applicant's ID card. We match the name and face on the ID card with the application documents and requirements. If the data does not match, the certificate cannot be submitted."(Informant III, Service Counter Employee, 2026).

Furthermore, regarding the Power of Attorney regulations, the Counter Officer emphasized the strictness of the rejection rules:

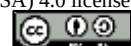
"If authorized, it is mandatory to bring an official Power of Attorney. If there is no Power of Attorney, we will not provide it... If there is a change in the power of attorney, there must be a letter of revocation of the old power of attorney and attach the latest Power of Attorney."(Informant III, Service Counter Employee, 2026).

Adherence to the principle of the Supremacy of Law is proven by the absence of illegal levies (zero-pungli) at the Bandung City National Land Agency (BPN). Service Recipient Informant 1 (37 years old) confirmed:

"During my experience here, there have been no irregularities or levies outside the provisions."(Informant IV, Notary Employee - 37 Years, 2026).

This zero-extortion affirmation is perfected by the statement of Service Recipient Informant II (44 years old):

"There are no extortions whatsoever. All services are conducted in accordance with applicable regulations. If there is a request for assistance with a document, it is done through communication and a positive emotional approach/coordination with the officer without any deviation from the rules."(Informant V, Notary Employee - 44 Years, 2026).



Obstacles to the Implementation of Good Governance Principles in Land Certificate Submission Services at the Bandung City Land Office (ATR/BPN)

1. Barriers to Transparency: Delays in Publication of Performance and the Digital Information Gap

The principle of transparency demands that information be readily accessible, timely, and accurate to the public. However, in practice, transparency gaps persist at two levels:

A. Institutional Performance Transparency (Macro Transparency):

Although the Coordinator of the Planning, Evaluation, and Reporting Sub-Division stated that the Government Agency Performance Report (LKJ 2025) and Strategic Plan (RENSTRA 2025-2029) had been completed, public disclosure of these documents has not yet been realized in real time because they are still in process and have not been officially uploaded (published) to the Bandung City National Land Agency (BPN) website. This situation is not in line with the mandate (Law No. 14, 2008) on Public Information Disclosure (KIP Law) and (Ministry of Agrarian Affairs and Spatial Planning, National Land Agency, 2013), where the Institutional Performance Report is a category of public information that must be provided and announced periodically. Previous research by (Suhartono Winoto et al., 2022) indicates that delays in the publication of performance documents in public service agencies can limit the social control function of the community regarding the achievement of agency targets.

B. Digital Information Gap at the Counter (Micro Transparency):

The provision of QR codes at the ticket counter and the use of the Sentuh Tanahku app have not fully addressed the digital divide among service users. Interview findings revealed that some applicants, particularly non-notary individual applicants, are still confused about understanding technical requirements, such as the requirement to validate land plot mapping before issuing a Deposit Order (SPS). This limited understanding has led to a backlog of questions at the information counter, which aligns with the findings of the Indonesian Ombudsman's Annual Report, where the substance of land administration and the clarity of land information flow remain among the main triggers for public consultations and complaints.

The above conditions are in line with and confirm the research results of Putri Maida Sari (2025) regarding the digitalization of services at the Bandung City Land Office. (Maida Sari, 2025) emphasized that the effectiveness of digital-based information disclosure is highly dependent on the community's level of technological literacy (digital literacy). While the digital literacy gap persists among some independent applicants, the burden of face-to-face consultations at service counters remains high. This demonstrates that digital transparency at the Bandung City Land Agency (BPN) is not sufficient simply by providing QR codes or applications; it must be balanced with proactive outreach and mentoring strategies in the service area.

2. Accountability Constraints: Disparity in Physical Delivery Time (Time-Lag) and Validation of Historical Documents

A. Digital vs Physical Time-Lag Phenomenon

The results of the interview with the applicant (Informant V, a 44-year-old Notary Employee) revealed a discrepancy between the file status in the digital application system and the physical readiness of the documents at the submission counter. The status of files that have been declared "Completed" in the Touch My Land application often experiences a delay of 3 to 4 working days in physical submission at the counter because they are still held up in the process of compiling the documents and technical verification in the internal section.

"Generally, it's been successful. However, there have been a few delays due to system factors. For example, the application shows the file status as complete, but the physical submission at the counter takes three to four days because there's a verification/technical file processing process in the internal section before it's forwarded to the submission counter." (Informant V, Notary Employee - 44 Years, 2026).



In terms of public law, this uncertainty has the potential to create a precedent of maladministration in the form of protracted delays as regulated in (Law No. 37 of 2008, 2008) Regarding the Ombudsman of the Republic of Indonesia. The Ombudsman's monitoring records show that prolonged delays in the process of handing over physical land products consistently constitute one of the most common complaints from the public against land agencies.

B. Root Causes of Spatial Validation of Historical Records

Service Counter Employee and Informant IV (37 years old) confirmed that the main obstacle to time accountability is caused by the high level of constraints in the process of mapping/floating land parcels and adjusting the position of historical land parcels, which can take up to 1 to 1.5 months. The process of transferring media to an Electronic Certificate requires strict verification to ensure accurate synchronization of physical and digital data. Research (Annas & Rusnaedy, 2019) confirming that the overlapping boundary constraints (overlapping of area maps) in old documents are the main bottleneck for digital land transformation in dense urban areas such as Bandung City.

This time-lag phenomenon and the complexity of the physical verification process are very much in line with the results of a study by Ari Analisa, A., & Kurniawan, A., (2024) and Rifai et al. (2022) regarding the governance of document archiving at the Bandung City Land Office. (Ari Analisa, A., & Kurniawan, A., 2024) emphasized that the accumulation of large numbers of historical documents and limited storage space are major challenges facing institutional archives. (Rifai et al., 2022) found that the gradual transfer of analog archives at the Bandung City Office often triggered operational bottlenecks when physical verification of records in the archive warehouse had to be re-matched with digital data before certificates were issued. This confirms that the delay in the delivery of physical products at the counter was not solely due to staff negligence, but rather the impact of structural issues in the governance of historical archives undergoing a digital transition.

3. Barriers to Ethical Behavior and Participation: Electronic Queue Disruptions and Reactive Evaluation

A. Electronic Queue Machine Disruption during Peak Hours

Empirical findings in the field show that the transition from a manual queuing system to an electronic queuing system has not been stable and sustainable. Informant V (44 years old) highlighted the occurrence of technical problems with the electronic queuing machine and the accumulation of applicants in the waiting room during peak hours:

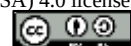
"The queuing system needs improvement. The transition from a manual to an electronic queuing system led to long waits for applicants, and sometimes technical problems with the queuing machines led to disorganization." (Informant V, Notary Employee - 44 Years, 2026).

This accumulation disrupts the comfort and politeness of public services (public service decorum), which has the potential to trigger negative public perceptions regarding the readiness of the physical facilities of the Bandung City Land Office.

B. Reactive Complaint Handling Pattern

Although the Planning Coordinator explained that complaint data from the Command Center and CSMS are periodically summarized, the mechanism for public participation in evaluating services still tends to be reactive (waiting for complaints to come in). There is no arrangement for a Public Consultation Forum (Public Consultation Forum) that is held in a participatory and regular manner specifically to discuss feedback on improving the quality of land certificate delivery services with stakeholders (such as Notary/PPAT associations, academics, and consumer organizations).

The obstacles to the stability of the queue technology facilities clarify the analysis. (Maida Sari, 2025) regarding the reliability of service infrastructure at the Bandung City Land Office. Sari emphasized that the reliability of information technology facilities is a key determinant of perceived user comfort in public services. When the surge in applicant arrivals during peak hours is not matched by adaptive hardware maintenance, the service comfort (decorum) expected from the concept of Good Governance will experience operational disruption in the field.



4. Constraints to Effectiveness, Efficiency, and Sustainability: Workload Overload and the Impact of Mass Rotation

A. High Volume of Requests and Employee Overtime Workload

According to the General Affairs & Personnel Subdivision, the Bandung City Land Office faces a massive workload. Employees are heavily responsible for completing seven priority services from the Ministry/ATR-BPN and completing media transfers/electronic certificates. This situation requires employees to routinely work overtime into the evening to maintain the office's performance and maintain a top five ranking nationally.

B. The Impact of Mass Rotation on Operational Efficiency

A large-scale rotation/transfer policy involving more than 115 employees requires a learning curve for new employees in the technical section. Although the General and Personnel Subdivision implements a workload mapping strategy, the accumulation of files in one section often creates a domino effect (multi-level verification delays), which burdens the organization's overall efficiency.

C. Sustainability Risk of HR Performance

Improving organizational effectiveness cannot solely be attributed to the moral commitment of individual employees through continuous overtime work. The imbalance between the volume of incoming files and the number of media transfer verifiers risks triggering burnout syndrome among employees, which in the long term could threaten the sustainability of the accuracy and quality of land file verification.

5. Obstacles to the Rule of Law: Applicant Resistance to Verification of the Legality of Power of Attorney

The principle of the supremacy of law stipulates that the entire land certificate delivery process must comply with applicable laws and regulations and standard operating procedures (SOPs) without tolerance for deviation. However, enforcing this regulation faces cultural obstacles at the applicant level:

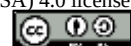
A. Applicant's Resistance to Verification of the Legality of the Power of Attorney

In order to enforce BPN Regulation No. 1 of 2010 and PP No. 128 of 2015, counter officers strictly reject the submission of certificates that do not meet the requirements of the original physical ID card, official Power of Attorney, or Revocation of the Old Power of Attorney if there is a change of attorney. Service Counter officers confirmed that the rejection of documents that do not comply with these regulations often triggers friction or complaints from applicants who consider the verification procedure too bureaucratic.

B. The Dilemma of Service Speed vs. Legal Protection

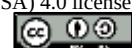
Strict verification of identity and Power of Attorney at the counter is a crucial instrument to prevent legal risks related to potential land disputes, the existence of land mafia, and product misdelivery. There is an operational dilemma where agencies are required to provide fast and efficient services (Effectiveness), but must not ignore the accuracy of legal requirements (Supremacy of Law). The limited understanding of some people that the strict Power of Attorney regulations are to protect the civil rights of landowners is a separate obstacle in enforcing the Rule of Law at the service counter.

The firm stance of the counter officers in verifying the validity of this power of attorney document has a strong legal and academic basis, as found in the research of Faisal Fajar Ramadhan et al. (2022) regarding land registration and potential disputes in Bandung City. (Ramadhan et al., 2022) found that laxity in administrative verification is a major trigger for duplicate certificate claims and downstream civil disputes. Therefore, the implementation of strict verification by Bandung City Land Agency (BPN) counter staff, despite sometimes receiving negative responses from applicants, is a form of prudential approach that is absolutely necessary to guarantee legal certainty for community land.

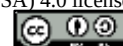


Root Cause Analysis(RCA) on the Constraints in Implementing Good Governance Principles**Table 1. Root Cause Analysis (Root Cause Analysis - 5 Whys) Implementation Constraints Good Governance**

No.	Dimensions & Problem Findings	Chain of Cause (5 Whys Analysis)	Root Cause of Why 5	Impact & Recommendations
1.	Transparency of the 2025 LKJ Document and the 2025-2029 Renstra has not been published on the official website portal of the Bandung City BPN.	Why 1: The document has not been uploaded by the web administrator. Why 2: Documents are stuck in the inter-Section administrative verification process. Why 3: There is no official upload deadline yet. Why 4: Document uploading has not become a Key Performance Indicator (KPI) for work units.	The absence of Internal Public Information Disclosure (KIP) and the determination of Mandatory Upload Deadlines for performance documents on digital media after ratification.	Impact: Limits the social oversight function of society and KIP Law No. 14/2008. Recommendation: Develop Internal KIP SOP & set mandatory KPI with a maximum upload time limit of 14 working days.
	Transparency: Non-notary individual applicants experience confusion regarding the land plot mapping validation process before issuing the SPS.	Why 1: The applicant does not understand the technical requirements of spatial validation. Why 2: The QR Code/banner media at the counter is passive and the information is limited. Why 3: The delivery of technical information still relies heavily on verbal communication from officers. Why 4: There are no independent interactive visual educational facilities in the waiting room.	Limited innovation in interactive public education facilities and the absence of a digital literacy mentoring program (digital mentorship) for independent applicants.	Impact: Accumulation of questions at the information counter, increasing holding time, and the perception of slowness. Recommendation: Provide interactive visual education kiosks and assign Service Ambassadors in the waiting area.
2.	Accountability There is a time lag of 3-4 working days between the file status of "Completed" in Sentuh Tanahku and the physical readiness of the certificate at the counter.	Why 1: The physical certificate document is not yet at the submission counter (front-office). Why 2: The file is still stuck in the technical section (back-office) processing/verification. Why 3: The back-office clerk clicks the "Completed" status in the system as soon as the system verification is complete. Why 4: The system has not integrated physical confirmation (handover barcode scan).	Digital Status Triggering SOP Non-conformity, where the "Ready to Pick Up" status update is activated by the back-office before the physical file is received by the front-office.	Impact: Applicant disappointment, congestion at the counter, and a precedent of maladministration of prolonged delays. Recommendation: Change the application workflow: the "Ready to Pick Up" status is only active after the front-office scans the physical file receipt barcode.
	Accountability Handling validation of historical (floating) land plot mapping takes 1 to 1.5 months.	Why 1: There was a discrepancy/overlap in the old field map. Why 2: Historical spatial data of Bandung City (legacy data) has low precision. Why 3: Matching (floating) is done manually by searching for physical documents in the warehouse. Why 4: Validation of old spatial data is still done partially/reactively when files are received.	The existence of legacy data (historical maps of dense urban areas) that have not been fully spatially validated before the application is submitted.	Impact: Slows down the duration of certificate media transfer and triggers a spatial verification backlog. Recommendation: Accelerate LADM-based single map mapping of historical documents and archive media transfer.



No.	Dimensions & Problem Findings	Chain of Cause (5 Whys Analysis)	Root Cause of Why 5	Impact & Recommendations
3.	Ethical Behavior & Participation The electronic queuing machine experienced technical problems (lag/down) and there was a buildup of applicants during peak hours.	Why 1: The queue machine freezes/lags when printing the queue number. Why 2: A surge in network data traffic queues occurred simultaneously at rush hour (09.00-11.00 WIB). Why 3: Local server memory and network bandwidth of the queue machine are inadequate. Why 4: Peak load testing and periodic maintenance are not routinely carried out.	Limited capacity of local network/server infrastructure and the non-implementation of a preventive maintenance system for queue devices.	Impact: Disrupts the comfort of the waiting room (decorum), disrupts counter calls, and generates complaints from applicants. Recommendations: Upgrade local server capacity, implement routine preventive maintenance, and integrate hourly online queues.
	Ethical Behavior & Participation Evaluation of public complaints is still reactive (waiting for incoming complaints).	Why 1: Evaluation only processes registered complaint data from CSMS/Command Center. Why 2: There is no two-way communication platform that brings together leaders and the community. Why 3: The public discussion agenda has not been established as part of the feed-forward mechanism. Why 4: Participatory work schemes have not been allocated in the agency's annual work calendar.	The Public Consultation Forum has not been institutionalized in a structured and regular manner with stakeholders (IPPAT, academics, community).	Impact: Strategic community input was not identified early (proactive feedback). Recommendation: Institutionalize a quarterly Public Consultation Forum (FKP) with IPPAT, academics, and independent applicants.
4.	Effectiveness, Efficiency, & Sustainability Technical staff must work overtime regularly until night for 7 Priority Services and Media Transfer.	Why 1: File completion cannot be completed during regular business hours. Why 2: Massive volume of incoming files (>1,000 files/month) is not commensurate with the speed of completion. Why 3: The ratio of technical verifier human resources is limited amidst massive workload (overload). Why 4: The impact of mass rotation of 115+ employees requires adaptation time (learning curve).	The imbalance in the ratio between the availability of technical verification human resources and the massive volume of applications (workload mismatch), as well as the weak transition of knowledge after rotation.	Impact: High risk of triggering burnout and reducing verification accuracy. Recommendation: Re-evaluate the Workload Analysis (ABK) for employee redistribution and create a post-rotation mentorship program.
5.	Supremacy of Law Complaints and rejections of applicants at the counter occurred due to incomplete Power of Attorney/Original ID Card.	Why 1: The applicant objects to the refusal to hand over the certificate by the counter officer. Why 2: The applicant considers the verification of the original KTP and official Power of Attorney to be too bureaucratic. Why 3: The applicant does not understand that power of attorney verification is the mandate of Perka BPN 1/2010 & PP 128/2015.	The gap in legal understanding (asymmetry of regulatory information) in society regarding the function of verifying the legality of Power of Attorney as protection of rights.	Impact: Verbal arguments at the counter, delays in submission, and negative perceptions of the rules. Recommendation: Massive education on the rules of attorney via social/digital media and the implementation of a Desk-Checklist for official rejections based on regulations.



No.	Dimensions & Problem Findings	Chain of Cause (5 Whys Analysis)	Root Cause of Why 5	Impact & Recommendations
		Why 4: Education on the legal risks of land crimes (misdelivery) has not been widely disseminated.		

Based on the mapping results using the Root Cause Analysis (5 Whys) matrix above, it can be concluded that various operational obstacles in land certificate delivery services at the Bandung City Land Office do not exist in isolation, but rather stem from systemic root causes in organizational governance. The dominance of these problems is rooted in three main factors, namely the inconsistency of the digital integration SOP workflow, the lack of comprehensive validation of historical spatial data (legacy data), and the imbalance in the ratio of human resource workload and the gap in public regulatory literacy. Therefore, the discovery of these root causes requires the formulation of a structured, rational, and measurable improvement strategy.

Improvement Efforts Based on Root Causes and Good Governance Indicators

1. Efforts to Develop Service Transparency

The research results show that the Bandung City Land Office has provided service information through counters, social media, websites, and electronic applications. However, some applicants, especially individual applicants who are not notaries, still experience difficulties in obtaining complete and timely information, especially regarding land validation and the publication of performance documents such as LKJ and Renstra. Based on the Root Cause Analysis (RCA), this condition is due to the lack of SOPs for Public Information Disclosure that regulate the deadline for document publication and the delivery of technical information that still relies on verbal explanations from officers.

Improvement efforts are focused on aligning real-time communication and data between the back office and front office, as well as developing automated notifications to ensure applicants are informed when certificates are ready for collection. These steps can increase active transparency, provide certainty regarding the flow and status of services, reduce information asymmetry, and strengthen public trust in the Bandung City Land Office.

2. Efforts to Improve Service Accountability

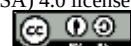
In the accountability dimension, discrepancies were found between the service status in the Sentuh Tanahku application and the physical condition of the certificate. The "Completed" status sometimes appeared before the certificate was available at the delivery counter. Furthermore, spatial validation of historical (floating) land parcels took approximately 1 to 1.5 months. The RCA indicated that these issues were related to inconsistencies in workflow between the back office and front office, as well as the presence of outdated spatial data that had not been fully validated.

Improvements were made by changing the workflow so that the "Ready for Collection" status is only active after the counter staff scans the barcode of the physical document received. In the long term, database improvements through a single map and plotting of historical documents based on the Land Administration Domain Model (LADM) need to be accelerated. This step will improve service certainty, prevent prolonged delays, strengthen certificate product accountability, and reduce the risk of overlapping documents.

3. Efforts to Develop Ethical Behavior and Public Participation

The research results revealed obstacles to service convenience and public participation. Electronic queue machines continued to experience disruptions, particularly during peak hours, while evaluation and complaint mechanisms tended to be reactive due to the lack of a regular two-way communication forum. The RCA showed that queue disruptions were related to limited server capacity and bandwidth, and suboptimal preventive maintenance. Meanwhile, limited participation stemmed from the lack of institutionalized, structured public discussions.

Improvement efforts include increasing server and network capacity, integrating quota-based online queues, and regular device maintenance. Regarding participation, the Land Office should hold quarterly Public Consultation Forums (FKP) involving IPPAT (Institute of Land and Land Management), academics, and independent applicants. These improvements are expected to create a



more orderly, fair, responsive, and participatory service in accordance with the principles of good governance.

4. Efforts to Achieve Organizational Effectiveness, Efficiency, and Sustainability

In terms of effectiveness and efficiency, high work pressure was found among technical staff due to the service volume exceeding 1,000 files per month. This situation requires employees to work overtime to meet targets and potentially reduces verification accuracy. Based on the RCA, the root of the problem is an imbalance between the number of human resources and the workload, exacerbated by the rotation of more than 115 employees, requiring new employees time to adapt.

Improvements are aimed at re-evaluating the Workload Analysis (ABK) to adjust employee distribution and implementing internal mentorship for post-rotation employees. These adjustments are expected to reduce excessive workloads, prevent burnout and human error, and maintain consistent effectiveness, efficiency, and sustainability of services.

5. Efforts to Uphold the Supremacy of Law in Service

Regarding the rule of law, complaints and arguments at the counter persist when officers refuse to issue certificates because applicants fail to present legal documents, such as an original Power of Attorney or the original ID card of the principal. The RCA indicates that this problem stems from a gap in legal understanding between officers and the public, as well as the lack of educational resources explaining the basis and purpose of document verification.

Improvement efforts are being made through the implementation of a rejection desk checklist containing written requirements and legal basis, as well as increased education through digital media and infographics. These steps can clarify the reasons for rejection, increase compliance with regulations, protect the rights of legitimate landowners, and minimize the risk of certificate errors and legal disputes.

Conclusion

Based on the results of the study, the two independent variables, including GHG Emission Intensity, show a significant relationship with Return on Assets (ROA) of PT Unilever Indonesia Tbk during the 2015–2024 period, both partially and simultaneously. The findings indicate that the observed relationships apply specifically to the research context and the ten annual observations analyzed in this study. The coefficient of determination (R^2) of 94.8% indicates that 94.8% of the variation in ROA can be explained by the variables included in the regression model, while the remaining 5.2% is explained by other factors outside the model. The findings related to GHG Emission Intensity should not be interpreted as indicating that higher emissions are beneficial to company performance, but rather as reflecting the statistical relationship identified within the observed period. This study is limited by its focus on a single company and a relatively small number of annual observations. Future research is therefore recommended to include a larger number of companies and observations, as well as additional variables relevant to corporate financial performance, to obtain broader and more robust evidence.

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