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Implementation of the Media Conversion of Land Certificates to E-certificates by the Land Deed Making Official in South Tangerang City in Support of Agrarian Reform

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ABSTRACT

Modernizing land administration through e-certificates is imperative to strengthen Indonesia's legal certainty of land rights. This research aims to analyze the factual implementation of the E-certificate media conversion mechanism by Land Deed Making Officials in South Tangerang City following the enactment of Ministerial Regulation Number 3 of 2023, examine the legal certainty of its product, and evaluate its contribution as a supporting instrument for Agrarian Reform. Employing an empirical legal approach with qualitative analysis through interviews and document study, this study finds that the initial implementation of media conversion by Land Deed Making Officials faced significant dynamics and operational challenges related to system and procedural readiness, requiring intensive adaptation. Nevertheless, e-certificates from media conversion possess a strong foundation of normative legal certainty and have gained widespread practical recognition, especially from the banking sector, as Electronic Mortgage Right collateral. Further evaluation indicates that this media conversion implementation factually supports modern Agrarian Reform's objectives, primarily through enhancing the guarantee of legal certainty. However, early implementation barriers still constrain its full administrative efficiency and transparency potential. It is concluded that media conversion is a fundamental supporting instrument for Agrarian Reform in the digital era. However, realizing its optimal benefits requires system maturation and stakeholders' continuous resolution of implementation challenges.

Keywords: Agrarian Reform; E-certificate; Land Deed Making Official; Legal Certainty; Media Conversion.

INTRODUCTION

The land is fundamental to Indonesia's social, economic, and legal constellation, serving as living space and a vital asset with commercial value that tends to increase exponentially (Ayudiatrini & Cahyono, 2022). The strategic position of the land, particularly in rapidly developing areas with modern infrastructure, makes it a continuously sought-after investment object by various economic actors, ranging from individual investors to large-scale development corporations (Nuraini & Yunanto, 2023). Consequently, guaranteeing legal certainty regarding the control and ownership of land rights becomes an absolute necessity (Bur & Apriani, 2017), as explicitly mandated in Law Number 5 of 1960, the foundation of national land law to realize justice and prosperity for all Indonesian people.

Within the framework of realizing such legal certainty, the administration of land registration plays a central role as the primary juridical instrument (Endriana & Handoko, 2022). Government Regulation Number 24 of 1997 explicitly defines land registration as a series of continuous activities encompassing the collection, processing, recording, presentation, and maintenance of physical and juridical data for land parcels, including strata title units (Syam & Muzakkir, 2022). This process is manifested through maps and registers, culminating in issuing certificates as strong evidence of ownership rights. Despite its significant contributions thus far, the conventional land registration system has been identified as having several inherent vulnerabilities. These include the risk of physical damage to analogue certificates

(Prakoso & Sukirno, 2023), the potential for document forgery (Deni & Fauziah, 2023), the possibility of overlapping ownership claims, and an administrative burden often deemed inefficient in responding to the dynamics of modern societal needs (Salsabila & Wijaya, 2023). These shortcomings frequently lead to complex land disputes and conflicts, hindering development and harming the public sense of justice (Fitri & Deni, 2022).

Responding to the challenges and demands of the digital era, the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency has initiated a fundamental transformation in land administration by applying information and communication technology (Destriana & Allagan, 2022). This strategic policy is manifested, among other ways, through issuing land certificates in electronic form (e-certificates), a progressive step aimed at comprehensively enhancing land services' efficiency, transparency, accountability, and security (Aniscasary & Ramasari, 2022). The legal foundation for administering electronic land registration is reinforced by, inter alia, Government Regulation Number 18 of 2021. This regulation mandates that the results of electronic land registration administration comprise electronic data, information, and/or documents, including e-certificates, which possess valid evidentiary power. This service modernization is expected not only to expedite administrative processes but also to minimize the potential for illegal practices, such as those perpetrated by the land mafia, and to provide a national land database that is valid, up-to-date, and easily accessible.

The technical implementation of this transformation towards e-certificates is realized through a specific mechanism known as "media conversion" (Andari & Mujiburohman, 2023). This process is detailed under Ministerial Regulation Number 3 of 2023, a key regulation that simultaneously revokes and replaces the previous provisions in Ministerial Regulation Number 1 of 2021. According to Ministerial Regulation Number 3 of 2023, media conversion is a series of validation and conversion activities transforming physical data (survey letters/maps) and juridical data (land books/registers) from conventional formats into electronic formats. It yields Electronic Survey Letters/Maps (SU-EL) and Electronic Land Books/Registers (BT-EL) as the basis for issuing e-certificates. This process is integrated explicitly into land registration data maintenance services, such as during the transfer of land rights or first-time land registration, and has been effectively implemented gradually in various regions, including South Tangerang City, since mid-2024.

Within the context of implementing this media conversion policy and the issuance of e-certificates, the Land Deed Making Official occupies a highly strategic and crucial position. Traditionally, the primary role of the Land Deed Making Official involves creating authentic deeds concerning specific legal actions related to land rights and Strata Title Ownership Rights, as stipulated in Government Regulation

Number 24 of 2016. However, with this digital transformation policy, the Land Deed Making Official no longer functions solely as a deed creator but as a frontline actor facilitating and executing parts of the media conversion process. They act as partners to the National Land Agency in verifying initial data, uploading documents via the electronic system, and educating the public regarding the implications and benefits of e-certificates. This active involvement of the Land Deed Making Official entails demands for adaptation to new systems and technology, enhancement of digital competence, and greater responsibility in maintaining data validity and information security in electronic transactions, thereby creating distinct dynamics and challenges in their professional practice (Prihandini et al., 2021).

Furthermore, this digital transformation policy, effected through media conversion and e-certificates, needs to be contextualized within the broader framework of national strategic programs, namely Agrarian Reform. Although Agrarian Reform has historically been synonymous with restructuring land tenure and ownership (redistribution and asset legalization), its interpretation in the contemporary era has evolved to include efforts towards modernizing the land administration system. It aims to improve public service quality, ensure legal certainty more effectively, and minimize the potential for agrarian conflicts. From this perspective, the implementation of media conversion and e-certificates can be viewed as a supporting instrument for achieving the objectives of Agrarian Reform: realizing a land system that is more efficient, transparent, accountable, and equitable, ultimately expected to contribute to the improvement of public welfare and sustainable national development (Hadjon, 2015).

Several previous studies have begun examining aspects related to the implementation of e-certificates and the digitalization of land services in Indonesia. For instance, research by Syamsur et al. (2023) investigated the strengthening of legal certainty through e-certificates and the challenges of their application in Makassar City. They concluded that policy implementation since 2021 was still in the preparatory stage and required acceleration by the local Land Office; the study focused on the legal certainty of land registration generally from the perspective of the National Land Agency. Meanwhile, research by Artha (2023) in Ngawi Regency highlighted the potential of online services in preventing land mafia practices but also identified significant constraints related to infrastructure, technology, data security, and public awareness, focusing on the digitalization process of the National Land Agency in general. Although both studies offer important contributions, there remains an analytical gap concerning the specific implementation mechanism of “media conversion” by the Land Deed Making Official as a key actor under Ministerial Regulation Number 3 of 2023. There is also a lack of in-depth study on the legal certainty directly perceived by land rights holders post-media conversion and an empirical evaluation of the linkage

between this technical process and support for the Agrarian Reform agenda within a dynamic urban area like South Tangerang City.

Based on the identified gap in the literature and the complexity of the transition from a conventional to an electronic system through the media conversion of certificates as regulated in Ministerial Regulation Number 3 of 2023, conducting an in-depth analysis of its implementation reality in the field becomes crucial. There is an urgent need to understand empirically how this media conversion process is implemented by Land Deed Making Officials in South Tangerang City, the status of legal certainty of the resulting e-certificates in perception and practice, and the extent to which this implementation is genuinely able to contribute support to the Agrarian Reform agenda, moving beyond mere policy rhetoric. This analysis is necessary considering the potential discrepancy between the normative objectives of the policy and the operational challenges and dynamics faced by implementing actors on the frontline.

Stemming from the background issues and the research gap outlined above, this research has three objectives. *First*, to comprehensively analyze the implementation of the role and duties of the Land Deed Making Official in South Tangerang City in executing the media conversion mechanism for conventional land certificates into e-certificates, as stipulated in Ministerial Regulation Number 3 of 2023. *Second*, to examine the aspect of legal certainty for land rights holders whose certificates have been issued electronically and have undergone the media conversion process. *Third*, the relevance and factual contribution of implementing media conversion for e-certificates as an instrument supporting the achievement of Agrarian Reform objectives within the context of the study area should be evaluated. This research will focus on the practices occurring in the offices of Making Officials operating within the working area of South Tangerang City after the e-certificate policy was effectively implemented based on the aforementioned latest regulation.

METHOD

This research employs an empirical legal research type utilizing a socio-legal approach, which is deemed relevant for examining the implementation of legal norms within social reality in the field (Qamar & Rezah, 2020). This approach enables the analysis of the application of Ministerial Regulation Number 3 of 2023, particularly concerning the certificate media conversion mechanism and its practical impacts on Deed Making Officials and the public. The selection of this empirical approach is based on the research objectives, which aim not only to examine the normative aspects of the policy but also to analyze its actual implementation, perceptions of legal certainty, and contribution to the Agrarian Reform agenda within a specific context. The research

locus is established in the South Tangerang City area, a dynamic administrative region that has effectively implemented the e-certificate policy.

Two main categories of data sources are utilized to achieve these research objectives: primary and secondary data (Sampara & Husen, 2016). Primary data consists of authentic data obtained directly from the field (empirical data) to capture the actual dynamics of policy implementation. Meanwhile, secondary data includes primary and secondary legal materials and other relevant literature sources. Primary legal materials consist of the laws and regulations forming the main regulatory framework, including Law Number 5 of 1960, Government Regulation Number 24 of 1997, Government Regulation Number 24 of 2016, Government Regulation Number 18 of 2021, Ministerial Regulation Number 3 of 2023, and other related regulations. Secondary legal materials and other sources comprise documents from relevant institutions, agrarian, administrative, and civil law reference books, and articles from scientific journals of substantial relevance to this research topic.

Primary data collection was conducted through in-depth interview techniques and direct observation in the field to obtain rich qualitative information regarding relevant parties' experiences, views, and practices concerning the implementation of certificate media conversion in South Tangerang City. On the other hand, secondary data collection, encompassing both primary and secondary legal materials and other literature sources, was executed through meticulous documentary study and literature review methods. These techniques were employed to identify, inventory, and analyze the normative legal framework and relevant academic literature, serving as a theoretical and comparative foundation for analyzing primary data obtained from the field.

After all primary and secondary data were successfully collected and the primary data organized systematically, including presentation in tabular form to clarify specific findings, the entire dataset was comprehensively analyzed using qualitative analysis techniques (Irwansyah, 2020). The qualitative analysis approach was selected to interpret the meaning of the data in-depth, identify emerging patterns, and develop a contextual understanding of the phenomena of media conversion implementation, the status of legal certainty, and its linkage to Agrarian Reform. Subsequently, research conclusions were drawn using deductive reasoning, moving from general propositions or legal principles (found within legislation and theory) toward specific conditions or findings obtained from field data. It ensures the resulting conclusions can logically and systematically answer the formulated research objectives.

RESULTS AND DISCUSSION

A. Dynamics of the Implementation of the Media Conversion Mechanism by Land Deed-Making Officials in South Tangerang City Following the Enactment of Ministerial Regulation Number 3 of 2023

Implementing Ministerial Regulation Number 3 of 2023 marks a new chapter in land administration in Indonesia, including within the South Tangerang City area, which began implementing it effectively in mid-2024. This fundamental policy significantly transformed the landscape of duties and responsibilities for Land Deed Making Officials, who traditionally focused on creating authentic deeds concerning legal actions related to land rights as stipulated in Government Regulation Number 24 of 2016. With the enactment of this new regulation, Land Deed Making Officials cease to be merely deed-making officials; instead, they are positioned as key actors directly involved in the process of land data digitalization through the crucial mechanism termed “media conversion”—a role shift carrying profound implications for their professional practice.

Normatively, Ministerial Regulation Number 3 of 2023 outlines specific obligations for Land Deed Making Officials in supporting the media conversion process from conventional certificates to e-certificates. For instance, Article 25 of this Ministerial Regulation mandates that applications for land registration data maintenance based on a Land Deed Making Official’s deed must be submitted via the electronic system, accompanied by relevant supporting documents and a declaration of conformity for the uploaded documents. The Land Deed Making Official must also retain copies of these documents to execute their official protocol. Furthermore, Article 27 of this Ministerial Regulation affirms the obligation of the Land Deed Making Official to immediately make corrections if data discrepancies or errors exist in the application, with a maximum limit of three applications requiring simultaneous correction, serving as a data quality control mechanism before further processing by the Land Office. Notification regarding the processing and issuance of e-certificates is then delivered to the Land Deed Making Official as regulated in Article 28 of this Ministerial Regulation, who must subsequently inform the rights holder. This series of provisions juridically positions the Land Deed Making Official not only as a transaction facilitator but also as an initial data validator and an active user of the electronic land system—a role significantly different compared to the previous provisions in Ministerial Regulation Number 1 of 2021, now revoked, where the involvement of Land Deed Making Officials in the electronic certification process was not explicitly regulated.

However, empirical findings from this legal research in South Tangerang City indicate the existence of complex dynamics and significant challenges

during the early phase of implementing Ministerial Regulation Number 3 of 2023. Based on in-depth interviews with several Land Deed Making Officials and observation of ongoing processes, the initial period of effective enactment of this media conversion policy was characterized by unstable operational conditions that tended to cause disruption or could be described as a “somewhat chaotic” situation. It was primarily caused by the sudden need for adaptation on the part of both Land Deed Making Officials and the Land Office to entirely new procedures and work systems, considering that Land Deed Making Officials were previously rarely directly involved in managing the internal data of the National Land Agency’s land administration system. This adaptation process required a mindset shift, the mastery of new technical skills, and the adjustment of internal workflows within each Making Official’s office.

Procedural and technical constraints identified from the qualitative analysis of field data further clarify the complexity of the initial implementation in South Tangerang City. One prominent finding was the use of an inadequate temporary instrument by the South Tangerang City Land Office—an electronic form based on “Google Forms”—to accommodate media conversion data requests from Land Deed Making Officials. The use of this generic platform, although perhaps intended as a quick solution, proved to have functional limitations in managing large data volumes, was prone to inconsistent entries, and raised concerns regarding the security of sensitive land data, given its potential broad accessibility. This condition was compounded by other technical constraints reported by Land Deed Making Officials, such as server instability in the Land Office’s certificate verification system and repeated errors during data validation, which directly impeded the smoothness of the process at the Land Deed Making Official level. The lack of robust digital infrastructure readiness in the Land Office even forced a procedural change back to manual form filling by Land Deed Making Official staff—an ironic step backward within the context of digital transformation policy.

The direct impact of these unstable implementation dynamics was strongly felt in the daily workflow of Land Deed Making Official offices in South Tangerang City. Findings from interviews revealed that procedural uncertainty and technical constraints caused work backlogs and significant delays in completing client services, particularly in the rights transfer (conveyancing) process, which is now integrated with media conversion. Land Deed Making Officials were faced with the problematic situation of explaining these delays to clients expecting swift completion while also having to coordinate intensively with the Land Office to seek solutions for every emerging obstacle. The administrative workload of Land Deed Making Officials increased due to the media conversion task itself and the extra effort required to overcome systemic and procedural barriers originating

externally, adding pressure and responsibility in performing their official functions in this new era.

Table 1. Data on the Certificate Media Conversion Process at Land Deed Making Official Office X from July to December 2024

| Month | Number of Certificates |
|--------------|------------------------|
| July | 150 |
| August | 235 |
| September | 169 |
| October | 172 |
| November | 197 |
| December | 187 |
| Total | 1110 |

Source: Primary Data, 2025.

The scale of the workload related to this media conversion process is quantitatively illustrated in the summary data from Land Deed Making Official Office X. The data shows a pretty significant volume, with a total of over one thousand media conversion files processed during the initial six-month period, indicating the high level of service activity affected by this new policy. The fluctuation in the number of files per month—peaking in August, followed by a decrease in September before increasing again—also implicitly reflects the dynamics of system capacity and the possibility of adjustment periods or backlog clearance at specific times, further adding complexity to workflow management in the Land Deed Making Official’s office during that transition period.

Although faced with significant operational challenges in the early phase, Land Deed Making Officials in South Tangerang City demonstrated adaptation efforts and resilience in facing this policy change. Based on the analysis of interview data, adaptation strategies undertaken include, among others, enhanced communication and coordination among fellow Land Deed Making Official colleagues to share information and solutions, proactively seeking procedural clarification from the Land Office, and making internal adjustments regarding the division of staff duties and investment in technological understanding. Amidst these various constraints, recognition was also identified among some Land Deed Making Officials regarding the potential long-term benefits of this media conversion and e-certificate system. Expected benefits include the realization of a more accurate and secure land database that could minimize future disputes, ease in verifying the validity of certificates and the identity of legitimate owners, reduced risk of certificate forgery or duplication, and the expectation of a much

more efficient and faster rights transfer process once the system is truly stable and fully integrated.

Overall, the analysis of the dynamics of the initial implementation of the media conversion mechanism by Land Deed Making Officials in South Tangerang City following the enactment of Ministerial Regulation Number 3 of 2023 reveals a complex and challenging transition process. On the one hand, the normative framework explicitly assigns a central role to Land Deed Making Officials in modernizing land administration through digitalization. However, empirical findings show that the reality of implementation in the field faces various technical, procedural, and infrastructural constraints, especially regarding the readiness of the supporting system at the Land Office. This condition places Land Deed Making Officials in a crucial position where they are not only required to adapt rapidly to new technology and procedures but must also be able to absorb some of the systemic disruptions for the sake of service continuity to the public whilst looking toward the potential long-term efficiency and security promised by this digital transformation.

B. Analysis of the Legal Certainty of E-certificates Resulting from Media Conversion for Land Rights Holders in South Tangerang City

The fundamental objective of land registration administration in Indonesia, as affirmed in Government Regulation Number 24 of 1997 and inspired by the spirit of Law Number 5 of 1960, is to realize legal certainty (*rechtskadaster*) for land rights holders. The transformation towards e-certificates through the media conversion mechanism, although faced with the initial implementation dynamics discussed previously, is inherently intended to strengthen, not diminish, this guarantee of legal certainty. Therefore, it becomes essential to analyze in-depth how legal certainty manifests for land rights holders whose certificates have been converted into electronic format through the media conversion process in the South Tangerang City area, considering the underlying legal framework and its recognition in practice.

The juridical foundation for the legal certainty of e-certificates resulting from media conversion has been firmly established by prevailing laws and regulations. Ministerial Regulation Number 3 of 2023 not only regulates the technical procedures for media conversion but also explicitly affirms in its provisions that electronic documents issued during land registration activities, including e-certificates and their printouts, constitute valid legal evidence. This regulation aligns with the mandate of Government Regulation Number 18 of 2021, which states that the administration of electronic land registration produces

valid electronic documents. Furthermore, the existence and evidentiary power of electronic documents, including e-certificates, are expressly acknowledged in Law Number 1 of 2024, positioning them as an expansion of valid legal evidence by the applicable procedural law in Indonesia. Thus, the positive legal framework provides legitimacy and formal recognition of e-certificates as valid instruments for proving land rights.

Procedural validity within the media conversion process is a crucial element that also contributes to establishing the legal certainty of the issued e-certificates. Ministerial Regulation Number 3 of 2023 outlines a series of verification and validation stages for physical and juridical data (starting from Article 33 up to Article 39 of this Ministerial Regulation) that must be undertaken before Electronic Survey Letters/Maps (SU-EL) and Electronic Land Books/Registers (BT-EL) can be issued as the basis for e-certificate creation. This process involves data matching between analogue documents and data stored in the Land Office's electronic system and final endorsement by an authorized official using electronic signatures and/or digital seals. Adherence to these legally established procedures ensures that the resulting e-certificate is not merely a format change but the product of a valid and accountable state administrative action, strengthening confidence in the data's validity.

Significant empirical evidence regarding the realization of legal certainty for e-certificates resulting from media conversion in South Tangerang City is evident from their level of acceptance in legal transaction practices, particularly within the banking sector. Findings from this research, based on secondary data processed qualitatively from Land Deed Making Official Office X, show that e-certificates have been accepted and utilized as collateral objects for the provision of credit facilities through the Electronic Mortgage Right (Hak Tanggungan Elektronik) mechanism. A total of 18 banks—both state-owned enterprise (SOE) banks and leading private banks such as Bank BCA Syariah, Bank BRI, Bank BNI, Bank Mandiri, Bank CIMB Niaga, Bank Panin, and others—were recorded as having accepted e-certificates as collateral for Home Ownership Credit transactions and other Mortgage Rights formalized by deed at Land Deed Making Official Office X during the period from July to December 2024. The overall total of e-certificates successfully encumbered with Mortgage Rights through Land Deed Making Official Office X during that period reached 525 certificates. Acceptance by financial institutions, which maintain high standards of prudence and legal risk analysis, strongly indicates the *de facto* recognition of the juridical validity and legal certainty inherent in e-certificates resulting from media conversion.

Table 2. Number of Mortgage Right Certificates per Bank from July to December 2024

| Bank Name | Number of Certificates |
|----------------------|-------------------------------|
| Bank Woori Saudara | 1 |
| Bank BCA Syariah | 32 |
| Bank BJB | 1 |
| Bank BNI | 28 |
| Bank BRI | 40 |
| Bank BSI | 61 |
| Bank BTN | 2 |
| Bank CIMB Niaga | 80 |
| Bank Danamon | 10 |
| Bank DKI | 6 |
| Bank Mandiri | 124 |
| Bank Maybank | 23 |
| Bank Muamalat | 1 |
| Bank MUFG | 2 |
| Bank OCBC | 32 |
| Bank Panin | 36 |
| Bank Permata | 37 |
| Bank UOB | 9 |
| Total Overall | 525 |

Source: Primary Data, 2025.

From the perspective of land rights holders, although primary data from direct interviews with clients was not the main focus of the presented research design, an analysis of the process and output indicates that legal certainty also manifests in rights protection. The success of various data maintenance processes resulting in e-certificates—such as name transfers (conveyancing), for which hundreds of issuances were recorded between July and December 2024, and the upgrading of rights from Right to Build (Hak Guna Bangunan) to Right of Ownership (Hak Milik), which also recorded 104 certificates in the same period—implicitly signifies that ownership rights were successfully transferred or upgraded and registered in the new format recognized by the state. While initial concerns might exist regarding the non-physical form or accessibility via applications like ‘Sentuh Tanahku’, e-certificates, whose data is securely stored within the National Land Agency system and accessible by legitimate rights holders, theoretically offer better protection against risks of loss, physical damage, or forgery compared to analogue certificates. Data integrity protection and ownership status clarity constitute the essence of legal certainty for the rights holder subject.

Table 3. Data on e-certificate Issuance Resulting from Name Transfers at Land Deed Making Official Office X from July to December 2024

| Month | Number of Certificates |
|--------------|------------------------|
| July | 135 |
| August | 212 |
| September | 159 |
| October | 162 |
| November | 207 |
| December | 202 |
| Total | 1077 |

Source: Primary Data, 2025.

Table 4. Data on Rights Upgrades Resulting in e-certificates at Land Deed Making Official Office X from July to December 2024

| Month | Number of Certificates |
|--------------|------------------------|
| July | 20 |
| August | 18 |
| September | 16 |
| October | 16 |
| November | 17 |
| December | 17 |
| Total | 104 |

Source: Primary Data, 2025.

Thus, analyzing the evidentiary power of e-certificates resulting from media conversion indicates their standing as an equal and strong instrument of proof for land rights. A certificate, according to the definition in Government Regulation Number 24 of 1997 and the spirit of Law Number 5 of 1960, is a letter signifying proof of right that serves as strong evidence concerning the physical and juridical data listed therein, as long as said data corresponds with the data in the survey letter/map and land book/register at the Land Office. The change in format from analogue to electronic does not diminish the substance of its function as evidence, especially with the explicit recognition of electronic documents in Law Number 1 of 2024. Therefore, e-certificates resulting from media conversion issued through valid procedures based on Ministerial Regulation Number 3 of 2023 possess authentic and reliable evidentiary power in legal circulation and for proof in court.

Conclusively, the analysis of legal certainty for e-certificates resulting from media conversion in South Tangerang City shows that, although the initial implementation at the land-making official level faced various dynamics, the

resulting legal product possesses a solid normative foundation. It has obtained recognition in practice, particularly within the banking sector. The combination of a clear regulatory framework, procedural validity in the media conversion process (verification of SU-EL and BT-EL), and empirical evidence of market and institutional acceptance convincingly affirms that these e-certificates provide adequate legal certainty for land rights holders. The realization of this legal certainty is an important prerequisite not only for the smoothness of land transactions but also for achieving the objectives of the digital transformation policy and supporting the broader national land agenda.

C. Evaluation of the Factual Contribution of E-certificate Media Conversion as a Supporting Instrument for Agrarian Reform in South Tangerang City

The conceptualization of Agrarian Reform within the contemporary Indonesian context has undergone an expansion of meaning, transcending the classical paradigm of restructuring land ownership and tenure (asset redistribution). It moves towards a more comprehensive agenda encompassing access arrangement (access reform), strengthening legal certainty, resolving agrarian conflicts, and modernizing the land administration system comprehensively, all aimed at realizing social justice and improving public welfare. Within this expanded framework of understanding, the digital transformation policy needs its factual contribution evaluated through e-certificate media conversion. This sub-section aims to critically analyze, based on the empirical findings regarding the implementation dynamics by Land Deed Making Officials and the status of e-certificate legal certainty in South Tangerang City as described in the previous section, the extent to which this technical process of media conversion genuinely functions as a supporting instrument for achieving the objectives of modern Agrarian Reform.

One of the main pillars of Agrarian Reform is strengthening the guarantee of legal certainty over community land rights to prevent injustice and minimize the potential for conflict. The findings of this research, indicating an adequate level of legal certainty for e-certificates resulting from media conversion in South Tangerang City—evidenced by a solid normative foundation and banking sector data (see Table 2)—directly contribute to this pillar. By providing legally recognized proof of ownership that theoretically possesses a higher level of digital security against risks of forgery, damage, or loss compared to analogue certificates, this media conversion mechanism helps strengthen the legal foundation for land tenure. The success of hundreds of rights transfer (conveyancing) processes resulting in e-certificates (see Table 3) during the early implementation period, despite going through challenging dynamics, indicates that this new system is beginning to function in legally registering and securing land rights—an essential prerequisite for an equitable agrarian arrangement.

Furthermore, concerning the Agrarian Reform objective of realizing an efficient, transparent, and accountable land administration system, the evaluation of media conversion implementation in South Tangerang City presents a more nuanced picture. On the one hand, as revealed in the analysis of implementation dynamics, the early phase was characterized by significant procedural inefficiencies and technical constraints, ranging from the use of inadequate temporary platforms to system instability at the Land Office, which created new obstacles for Land Deed Making Officials and the public. However, on the other hand, the normative framework of Ministerial Regulation Number 3 of 2023 and the vision of digital transformation are inherently directed towards achieving long-term efficiency through the automation and standardization of processes. The very action of digitizing basic data via the media conversion mechanism—has proven applicable to various crucial services such as rights transfers (see Table 3) and the upgrading of rights from Right to Build to Right of Ownership (see Table 4)—although accompanied by initial challenges, still represents a factual step towards the administrative modernization envisioned by contemporary Agrarian Reform. The recognition by some Land Deed Making Officials of the potential for future efficiency also strengthens the view that the existing challenges are more a matter of an implementation gap than a fundamental weakness in the policy's alignment with the modernization objectives of Agrarian Reform.

The aspects of transparency and accountability in managing land data are also important components of the modern Agrarian Reform agenda, aimed at preventing corrupt practices and abuse of authority. Theoretically, a digital land system based on e-certificates offers more significant potential for transparency through structured transaction recording, digital audit trails, and potential data accessibility for rights holders via platforms like 'Sentuh Tanahku.' Nevertheless, empirical findings regarding the use of less secure initial data collection methods (Google Forms) and reports concerning accessibility constraints or public skepticism about application security indicate that the factual contribution towards enhancing transparency and accountability currently remains potential and has not yet been fully optimally realized in South Tangerang City. True transparency requires the availability of digital systems and credible data security guarantees, equitable ease of access for all levels of society, and effective oversight of the system's operationalization ([Azhar & Dharsana, 2025](#)).

In this evaluation, it is important to reaffirm that the e-certificate media conversion mechanism, as implemented in South Tangerang City, is not Agrarian Reform in the sense of land redistribution. Instead, it is a supporting instrument or basic infrastructure that modernizes land tenure's administrative and legal aspects. By strengthening the land database through digitalization, enhancing

the potential for legal certainty via e-certificates, and laying the foundation for future service efficiency, media conversion creates more conducive conditions for implementing other Agrarian Reform programs. For instance, future asset legalization processes or boundary dispute resolutions can be facilitated by the availability of more accurate and integrated digital data. The contribution of media conversion lies more in strengthening the aspects of administrative justice and certainty of rights within land governance.

In synthesis, the evaluation of the implementation of e-certificate media conversion by Making Officials in South Tangerang City indicates a factual contribution that is beginning to emerge. However, it is not yet optimal as a supporting instrument for achieving the objectives of Agrarian Reform in the modern context. The clearest contribution is the pillar of strengthening legal certainty, as evidenced by the normative validity and practical acceptance of e-certificates. Meanwhile, the contribution towards land administration's efficiency, transparency, and accountability is still in development and highly dependent on resolving the technical and procedural implementation challenges in the early phase. The substantive success of this digital transformation in supporting Agrarian Reform in the future will be determined mainly by a sustained commitment to maturing the system, increasing the capacity of implementing actors (Land Deed Making Officials and the National Land Agency) and ensuring the accessibility and security of services for the entire community.

CONCLUSIONS AND SUGGESTIONS

Based on the results and discussion that have been comprehensively elaborated, it can be concluded that the implementation of the e-certificate media conversion mechanism by Land Deed Making Officials in South Tangerang City following the enactment of Ministerial Regulation Number 3 of 2023 constitutes a complex and dynamic transformation process. Although this regulation normatively assigns a crucial role to Land Deed Making Officials in the modernization of land administration, empirical findings indicate that its initial implementation phase was faced with significant operational challenges, including technical constraints in supporting infrastructure, procedural instability, and a high need for adaptation among Land Deed Making Officials. These collectively indicate a gap between the policy design and the implementation readiness in the field.

Furthermore, regarding the fundamental aspect of legal certainty, this research concludes that the e-certificates issued due to the media conversion process in South Tangerang City, despite emerging from a challenging initial implementation process, substantially possess a solid foundation of legal certainty. It is supported not only by a strong positive legal framework, including recognition in Law Number 1 of 2024 and

implementing regulations in the land sector but also by empirical evidence in the form of widespread acceptance of e-certificates as Mortgage Right collateral instruments by banking institutions. Thus, it can be affirmed that this digital legal product is juridically and practically capable of guaranteeing rights certainty for land rights holders.

Evaluating the factual contribution of this media conversion implementation as a supporting instrument for Agrarian Reform in the modern context shows positive yet graded results. The most tangible contribution is strengthening the pillar of land legal certainty, which is one of the essential objectives of Agrarian Reform. Meanwhile, the potential support for aspects of efficiency, transparency, and accountability in land administration, although conceptually inherent in the digital system, its current realization in the field is still constrained by various identified implementation barriers. Therefore, e-certificate media conversion is an important supporting infrastructure for the agrarian reform agenda. However, its effectiveness depends on sustained efforts to mature the system and overcome the implementation gap.

Based on these conclusions, several suggestions are proposed that are expected to contribute to improving e-certificate policy implementation and developing future studies. To policymakers, in this case, the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency along with the ranks of regional Land Offices such as in South Tangerang City, it is recommended to continuously conduct ongoing evaluations of the implementation of Ministerial Regulation Number 3 of 2023, focusing on enhancing the stability and capacity of information technology infrastructure, providing more transparent and more consistent standard operating procedures (SOPs) for media conversion for both the National Land Agency and Land Deed Making Officials, and strengthening technical support mechanisms and adequate socialization to minimize operational constraints and accelerate the adaptation curve for stakeholders. Additionally, the cybersecurity and ease of accessibility of electronic service platforms like 'Sentuh Tanahku' must be ensured for all levels of society.

For legal practitioners, particularly Land Deed Making Officials in South Tangerang City and other regions implementing similar policies, it is suggested to proactively enhance digital competence and in-depth understanding of the technical and juridical aspects of e-certificates and the media conversion mechanism. Collective efforts through professional organizations, such as the Association of Land Deed Making Officials (Ikatan Pejabat Pembuat Akta Tanah - IPPAT), can be intensified to share experiences, formulate best practices, and channel aspirations and constructive feedback to regulators regarding constraints faced in the field. Strengthening internal standard operating procedures within Land, Deed Making Official offices concerning media conversion, and providing comprehensive education to clients regarding the e-certificate system are important steps in maintaining service quality and public trust.

As for further academic studies and research development, this research opens several relevant directions for further exploration. It is recommended that longitudinal research be conducted to observe the long-term impacts of e-certificate implementation on service efficiency, the level of land disputes, and the achievement of Agrarian Reform objectives after the system is considered more mature. Comparative studies between regions with different socio-economic characteristics or levels of digital readiness would also provide a richer understanding. Furthermore, future research could broaden the scope of informants by involving more representative participation from the community of rights holders, conducting more in-depth analysis from the internal perspectives of the Land Office and banking institutions, or utilizing quantitative approaches to measure more precisely the impacts on efficiency and conflict reduction.

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