Quality of Service for the Issuance of Certificates for the First Time at the Land Office of Donggala Regency

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Abstract

The purpose of this study is to Determine the Quality of Service for the First Time Certificate Issuance at the Donggala Regency Land Office. Qualitative method as the basis of the research, the object of the research is the quality of the service of the First Time Certificate Issuance at the Donggala Regency Land Office, while the research subject involves the apparatus that serves the service process as the target of analysis. Informants are selected based on the Purposive Sampling technique. Data collection is carried out through literature studies, field studies (observation and interviews), data analysis is carried out inductively through the stages of reduction, presentation, and conclusion. Based on the results of the research, the quality of the first certificate issuance service at the Donggala Regency land office is as follows: The Dimension of Precision Has Been Running Quite Effectively However, the Dimension of Speed Has Not Been Effective, the Dimension of Convenience Has Not Been Fully Effective, and the Dimension of Justice Has Not Been Fully Effective. In conclusion, the quality of the service for the issuance of certificates for the first time at the Donggala Regency Land Office has not been effective.

Keywords	service quality, accuracy, speed, convenience, fairness.

INTRODUCTION

Public Service is the provision of the best service to the community as the main task of government apparatus. Good service quality is regulated in the legislation to ensure community satisfaction. Law Number 25 of 2009 concerning Public Services regulates various aspects of services, including the issuance of land certificates that are important for legal certainty and land ownership.

Land ownership has a vital role in human life, and First Time Land Registration is an important step to realize the certainty of land rights. Regulations, such as Law No. 5 of 1960 on Agrarian Affairs, and related regulations, regulate the process of land registration and the issuance of certificates as evidence that benefit landowners.

The National Land Agency (BPN) under Presidential Regulation Number 48 of 2020 is responsible for the implementation of land registration. However, there are several problems in the issuance of certificates through the First Land Registration at the Donggala Regency Land Office, such as slow completion, lack of coordination, and a tendency to discriminate in services.

Improving the quality of public services in land registration is crucial to providing satisfaction and legal certainty to the community. That is the challenge that must be overcome to achieve better and more efficient public services for land certificate applicants.

Based on the author's observations also in the last three years (2021-2023), there are significant problems in the process of completing land certificate applications through First Time Land Registration. The available data includes various types of services, including the granting of individual property rights, legal entity use rights, and legal entity building rights.

Analysis of the data revealed several recurring issues, such as long completion duration and incompatibility with expected completion time.

In 2021, there were 160 first-time certificate applications with various types or types of rights submitted by applicants/communities. Of these, only 18 applications (11.25%) were in accordance with the set time duration, while 142 applications (88.75%) were not suitable. The average duration of completion of suitable files is 28.88 days/application, while non-compliant ones require an average duration of 112.05 days/application. This shows that the majority of applications experience significant delays.

In 2022, data analysis showed that there were 137 first-time certification applications with variations in the type of service. Of these, only 22 applications (16.06%) were in accordance with the stipulated time, while 115 applications (83.94%) were not suitable. Compliant applications have an average duration of 16.41 days/application, while non-compliant applications have an average duration of 137.41 days/application. Although there is a small increase in the percentage of matched applications, the issue of duration mismatch is still very prominent.

In 2023, the data recorded 197 first-time certificate applications with various types of services. All applications have been processed, with the duration of the resolution varying from 5 to 288 days. Of the total applications, only 52 applications (26.4%) were in accordance with the set time duration with an average completion duration of 17.35 days/application, while 145 applications (73.6%) were not in accordance with the average completion duration of 76.9 days/application. This shows improvement compared to the previous year, but the inconsistency of the duration of completion is still a major problem.

The main problems identified included long and inconsistent completion times, discrepancies with set time durations, and variability in resolution durations, all of which indicated the need for improvements in file management systems and processes to improve efficiency and adherence to set times. Key Issues Identified:

1. Long Settlement Duration: Long and inconsistent settlement duration is a major problem, with some applications taking more than a year to complete.
2. Non-conformity with the Stipulated Time Duration, most of the applications do not match the expected completion time, indicating an inefficiency in the process.
3. Variability in Duration of Completion: There is significant variation in duration of completion, indicating uncertainty and uncertainty in the process.

Below is a table presenting complete data for each year from 2021 to 2023 by Year, Number of Applications, Amount Conforming, Number of Non-Conforming, Percentage of Conformity (%), Percentage of Nonconformity (%) and Average Duration (Days) (Conformity/Conformity).

Table 1. Data on first-time certificate applications

Year	Total Applications	Appropriate Quantity	Inappropriate Amount	Percentage of Matches (%)	Non-Conforming Percentage (%)	Average Duration (Days) (Appropriate)	Average Duration (Days) (Not Appropriate)
2021	160	18	142	11,25	88,75	28,88	112,05

| 2022 | 137 | 22 | 115 | 16,06 | 83,94 | 16,41 | 137,41 |
| 2023 | 197 | 52 | 145 | 26,40 | 73,60 | 17,35 | 76,90 |

Analysis of Application Data in 2021:
1. Total Applications: 160 applications
2. Suitable Applications: 18 applications (11.25 %)
3. Non-Compliant Applications: 142 applications (88.75 %)
4. Duration of Completion:
   a. Average (Compliant): 28.88 days
   b. Average (Not Suitable): 112.05 days

Application Data Analysis for 2022:
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2. Suitable Applications: 22 applications (16.06 %)
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Analysis of Application Data in 2023:
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   a. Average (Compliant): 17.35 days
   b. Average (Not Suitable): 76.9 days

From the data, it can be concluded that although there is a slight increase in the percentage of applications that correspond to the set time from 2021 to 2023, the issue of inconsistency in the duration of completion is still a major concern. The majority of applications experienced significant delays in their completion. Key issues include long and inconsistent completion times, inconsistencies with set times, and variability in completion durations, all of which point to the need for improvements in file management systems and processes to improve efficiency and adherence to set times.

Looking at the phenomenon above, it shows that there is a gap between expectations (where in the first certificate issuance service activity, the Donggala Regency Land Office is required to respond quickly to the various needs of the community for these services), and reality (where so far the Donggala Regency Land Office has not been able to provide quality services). Therefore, the problem in terms of land registration services for the first time at the Donggala Regency Land Office is the background of a relevant problem for research on the quality of public services. The dimension of the quality of certificate issuance services for the first time in this study to measure it is by using an analytical knife referring to the

opinion of Ndraha (2005; 63), namely: speed, accuracy, convenience, and fairness, so that quality services are received by the community.

Based on the description of the problem previously stated, the researcher is interested in conducting research entitled "The Quality of First Certificate Issuance Service at the Donggala Regency Land Office." The purpose of this study is to Determine the Quality of Service Quality of First Certificate Issuance at the Donggala Regency Land Office.

LITERATURE REVIEW

One of the important factors in conducting research is the study of previous studies, where the results of the research are related or relevant to be used as reference and comparison materials for the research to be carried out.

This study examines the Quality of First Time Certificate Issuance Services at the Donggala Regency Land Office. Based on the study, the following is a description of the similarities and differences between this study and previous studies that examine the same thing, namely:

Rahmawati Zuhro with the thesis title "Quality of Certificate Issuance Services in Semarang City" in 2021. In this study, a qualitative descriptive research type is used with data collection techniques such as observation, interview, and documentation, then the subject of this research is an employee at the Land Office in Semarang City.

Service Quality Concept

The sustainability of a government bureaucratic organization or business organization now almost completely depends on the quality of its services, so that improving the quality of service is considered one of the most crucial issues where this happens because on the one hand the community's demands for service quality from year to year are getting bigger. Meanwhile, the practice of service providers has not undergone significant changes. People who are always demanding quality public services from bureaucrats, even though these demands are often not in accordance with expectations because empirically the public services that have occurred so far still tend to be slow, expensive, convoluted and tiring. Therefore, basically public service reform is needed. If you look at the proactive and quality services, empirically on the one hand it will create satisfaction, happiness and welfare of the community, which in turn will be able to realize the goals of community development. As one of the main functions of the government, these services should be provided in a quality manner by the government.

The quality of service according to Wyckof in Tjiptono (2012:59), is as follows: Service quality is the expected level of excellence and control over that level of excellence to meet customer desires. If the service or service received or perceived (*perceived service*) is in accordance with the expected, then the quality of the service or service is perceived as good and satisfactory. If the service or service received exceeds customer expectations, then the quality of the service or service is perceived as the ideal quality. On the other hand, if the service or service received is lower than expected, then the quality of the service or service is perceived poorly.

Based on Tjiptono's statement above, it can be concluded that the community expects a certain standard of perfection from every service received as a result of the services received previously. If the service obtained has the best impression possible. For the community, the quality of service is how close the service they receive is compared to their expectations. If the perception of the waiter is in accordance with expectations, then the quality of service is perceived as the ideal quality. On the other hand, if the perception of service is worse than what the public expects as a service user, then the quality of service is perceived negatively or poorly. Therefore, the quality of service depends on the ability of the organization, in this case government agencies through their resources to meet the expectations of the community as service users. According to Yusuf Suit and Almasdi (2012:88), in order to serve customers excellently, we are obliged to provide services that are reliable, fast and complete with additional empathy and attractive appearance.

The quality of service, according to Sinambela (2011:6), is everything that can satisfy the client's desires or demands. Furthermore, Wyock (1988), quoted by Fandy Tjiptono (2014:268), stated that service quality is an excellence according to consumer expectations in fulfilling their needs from controlling the superior quality of products.

Furthermore, which is a dimension to measure the quality of service in this study is referring to the opinion of Ndraha (2005; 63), namely:

1. Speed is a fast apparatus in providing services to people who need civil services, and quickly responding to what is a complaint of the community.
2. Accuracy is the readiness of government officials who are always ready when needed.
3. Convenience is the ability of government officials to provide good communication and be able to meet public complaints during service delivery.
4. Justice is the equality of time in completing the fulfillment of services from the community.

The quality service received by the community so far from making certificates through land registration services can be seen from the dimensions of these dimensions.

Types of Services

From an economic perspective, Fitzsimmons, quoted by Saefullah (1999:7-8), distinguishes five categories of public services, as mentioned below:

1. *Business services*, related to financial services and consulting.
2. *Trade services*, including banking and sales service activities.
3. *Iastructur service*, includes service activities in the field of communication and transportation.
4. *Social and personal service*, namely services in restaurants and health.
5. *Public administration* is a government service that is responsible for stability and economic development.

Ndraha explained that public services cover public and community services or *civil services* which are different from *public services*. These services are not traded and cashed, while public services can be traded with control by the legislature (Ndraha, 2000:56).

Article 5 of Law Number 25 of 2009 concerning Public Services covers the scope, including:

1. Public goods services
    a. Procurement and distribution of public goods by government agencies with the APBD as a source of funding.
    b. The provision and distribution of logistics obtained by the public by tactical institutions with assets by state and regional assets separately.
    c. Supplies and then the distribution of civil equipment through financing outside the APBD, so that it is entirely by the APBDN with the state mission in the law.

2. Fulfillment in the public service
    a. Availability of agency general personnel with funds from the State Budget/D.
    b. Availability of public services from business entities with funds from the State Budget/D.
    c. The availability of public services with funds sourced outside the State Budget/D but from state and regional wealth separately.

3. Administrative Services
    a. Actions taken in accordance with the law for the realization of personal, family, honor, dignity and property protection by the state government.
    b. Actions taken in accordance with the law for the realization of personal protection, family, honor, dignity and property by non-state governments.

It can be concluded that public services have various types according to community involvement with a wide scope and type. Where public services in a government are detailed affairs so that understanding of each level of society is needed to improve services and as service recipients.

Land registration

The authority of public services in the land sector is carried out by the National Land Agency as regulated by Presidential Regulation Number 48 of 2020, in article 2 that, "The National Land Agency has the task of carrying out government duties in the land sector in accordance with the provisions of laws and regulations". Furthermore, in Government Regulation Number 24 of 1997 concerning land registration article 5 "Land Registration is organized by the National Land Agency", for the district level in article 6 "The implementation of land registration is carried out by the Head of the Land Office, except for certain activities regulated by laws and regulations", as stipulated in the Regulation of the Head of the National Land Agency Number 2 of 2013 jo Regulation of the Minister of Agrarian and Spatial Planning/Head of the Agency National Land Number 16 of 2022 concerning the Delegation of Authority for the Determination of Land Rights and Land Registration

METHOD

This study adopts a qualitative approach to understand information verbally or visually, covering aspects of speed, accuracy, convenience, and fairness in the service of

issuing certificates for the first time at the Donggala Regency Land Office. Constructivist theory becomes the philosophical foundation, viewing reality as the result of social experience interpreted by humans. The main goal is to understand social processes from the participant's point of view, with the participant as an individual being questioned, observed, and asked for information.

Qualitative methods as the basis of research, with an emphasis on meaning rather than generalization. The research is focused on the quality of the first certificate issuance service at the Donggala Regency Land Office, with the analysis of speed, accuracy, convenience, and fairness as key aspects.

The object of the research is the quality of the service of the First Certificate Issuance at the Donggala Regency Land Office, while the research subject involves the apparatus that serves the service process as the target of analysis. Informants are selected based on their expertise and direct involvement in the matter.

Data collection was carried out through literature studies, field studies (observation and interviews), and documentation. Data analysis is carried out inductively through the stages of reduction, presentation, and conclusion. This includes data condensation, data presentation, and verification to understand existing phenomena.

It is hoped that this research can provide a deeper understanding of the quality of first-time certificate issuance services at the Donggala Regency Land Office, as well as provide recommendations for concrete and sustainable improvements.

RESULTS AND DISCUSSION

Quality of Service for the First Time Certificate Issuance at the Donggala Regency Land Office

Land registration process and procedures and obstacles faced: Husnul Hudzaifah (Coordinator of the Substance Group for the Determination of Land and Space Rights): The land registration procedure at the Donggala Regency Land Office is quite clear, but not all people can immediately understand the information submitted through the service counter. Therefore, an oral explanation from the officer is still needed. According to him, the procedure is easy to understand, and there are no significant difficulties or obstacles to following the land registration process.

Furthermore, I Wayan Suleman (Head of the Determination of Rights and Registration Section) conveyed the land registration procedure is clear, with the flow displayed at the service counter. The public can also access information through the Touch Tanahku application or coordinate with counter officers. The registration process is considered easy to understand, and there are no significant obstacles if the procedure is followed in accordance with existing rules. Aris, SH (Verifier of Rights Application File): added that the land registration procedure at the Donggala Regency Land Office is quite clear. Applicants only need to come to the office and ask the counter officer about the procedure, or they can access information through the Touch Tanah ku application.

This process is easy for applicants to know and understand, with information related to procedures and requirements that have been provided at the counter. However, there are

several obstacles faced, such as differences in facts between documents and physical conditions or land juridical data, as well as the completeness of the land data history which is sometimes inadequate. Wawan Dermawan, SH (Official at the Donggala Regency Land Agency): corroborating the above information that:

> The land registration process at the Land Office is very clear. Information can be obtained through the information counter or ASN in the office, as well as through the Touch Tanahku application and the internet. The application procedure is also considered easy to understand and follow by applicants, especially with the availability of samples of filling out forms at the counter. However, there are several difficulties that often arise, such as the boundaries of land plots that have not been installed during field measurements, the absence of neighbors when signing survey drawings, and the difference in land area between those measured and those requested.

Speed

The results of the study show that the speed of land registration completion at the Donggala Regency Land Office varies widely, with the majority of cases exceeding the time set in the SOP. The information noted several main causes, such as limited human resources (HR), completeness of files, and external factors such as inadequate internet networks and measuring tools. The supporting theory is the *Bureaucratic Efficiency* Theory, which states that the quality of public services is highly dependent on internal efficiency, such as the number of available human resources, supporting facilities, and the technology used. According to Hood (1991), the speed of service is influenced by human resource and infrastructure management. Field facts show that the lack of human resources and limited measuring tools slows down the process, while technologies such as unstable internet also hinder the speed of service. There needs to be technology optimization and additional experts.

Accuracy

The results of the study show that the level of accuracy and accuracy of information in the issuance of land certificates in Donggala Regency is considered quite good, although there are several cases of discrepancies such as differences in names, dates of birth, or locations in certificates that do not match the data in the field. According to the theory of *Data Accuracy* by Redman (1998), the accuracy of data is greatly influenced by manual input and incareful verification. The more complex the system, such as in the transition to electronic certificates, the higher the risk of errors.

Field facts show that a common problem found is the difference in information between documents and reality in the field. Physical and juridical examinations need to be tightened so that the accuracy of the data is more guaranteed. This improvement will also strengthen the validity of the certificate.

Convenience

The results of the study show that the ease of the land registration process at the Donggala Regency Land Office is quite varied, with digital service innovations such as the Touch My Land application. However, barriers remain, especially related to internet access in remote rural areas and the lack of measuring tools. The supporting theory is the *Service Convenience* Theory from Berry et al. (2002) which states that the ease of access to public services affects the public's perception of service quality. Digital technology that is well implemented can facilitate access but must be supported by adequate infrastructure.

Field facts suggest that the implementation of the Touch-Tanahku application shows the government's efforts in facilitating services, but the lack of infrastructure such as internet access and measurement equipment in the field is the main obstacle that needs to be overcome through more proactive policies.

Justice

The results of the study suggest that the Donggala Regency Land Office is considered varied. Individual applicants feel that more attention is paid to companies or government institutions, even though in terms of SOPs, the service is in accordance with the standards. The supporting theory is *the Distributive Justice* Theory by Adams (1965) which explains that justice in public services must prioritize equality among all applicants, both individuals and companies. Information transparency is also an important part of service fairness, in accordance with the principles of *Good Governance*.

There is a difference in the attention felt by individual applicants compared to companies or governments, even though the information provided through various media is already quite transparent. Wider socialization and HR training to handle all types of applicants equally can improve the perception of justice.

Furthermore, based on the results of research in the field, the results of interviews regarding the obstacles and improvements needed in the land registration process at the Donggala Regency Land Office show several crucial aspects. One of the informants revealed, "What needs to be considered and improved is the ability of each officer to process or process each file in accordance with the existing SOP. An increase in the number of human resources is urgently needed to reduce the accumulation of files on each processing officer." In addition, regarding the certificate issuance service, an informant emphasized, "The service of issuing certificates for the first time must be really considered, especially regarding the completeness of the file. The process must run according to SOPs, and existing human resources must be adequate and able to analyze files that have been followed up or not."

The constraints of regional access are also in the spotlight, with one of the informants explaining, "One of the problems that often occurs is the access to the Donggala area which has to go around through Palu City, so that the burden of transportation and consumption becomes heavy for applicants. This also has an impact on field officers, who have difficulty in carrying out their duties, although the applicant generally understands the situation. The application used as a control actually makes the Land Office's services not optimal." In the

context of the principle of land registration, an informant emphasized the importance of the basic principle, "The land registration process must always be based on the principle of simplicity, safety, affordability, up-to-date, and openness."

The limitations of measuring tools were also highlighted, with one informant stating, "The lack of adequate measuring tools caused surveyors to have to take turns, which slowed down the measurement process." In addition, regarding the transportation of field officers, an official revealed, "What also needs to be considered is transportation for surveyors. The distance to be traveled and the area of the land parcel measured must be important considerations in ensuring that the process runs smoothly." Overall, this interview reflects the need for improvements in various aspects to improve the efficiency of the land registration process in the area.

CLOSING

Based on the discussion and findings of this study, it can be concluded that the quality of service in issuing first-time land certificates at the Donggala Regency Land Office has not yet reached full effectiveness. The key dimensions assessed are detailed as follows:

1. Accuracy Dimension: Moderately Effective
   The level of accuracy and reliability in issuing land certificates has shown notable improvement, especially with the transition to electronic certificates. However, issues such as data discrepancies, incorrect birth dates, and inconsistencies in field data still persist, indicating room for further refinement.

2. Speed Dimension: Ineffective
   The speed of completing land registration processes remains a significant challenge. Interviews with informants reveal frequent delays exceeding the standard operating procedure (SOP) timeframe. Contributing factors include incomplete documentation, limited human resources, insufficient measuring tools, and an unstable internet network.

3. Convenience Dimension: Partially Effective
   Despite innovations like the *Touch My Land* program and social media-based services, convenience remains a hurdle. Barriers such as poor internet access and the distance of land plots from the office limit accessibility. However, initiatives like the JEMPBOL (*Pick Up the Ball*) program, which targets remote villages, highlight promising efforts to address these challenges.

4. Justice Dimension: Ineffective
   Service equity still needs improvement. Individual applicants often receive less attention compared to corporate or government applicants. While information transparency has been relatively effective, ensuring equal treatment for all applicants is critical to achieving fairness.

Advice

1. Improving human resources: Recruiting additional experts or providing specialized training to existing officers to improve efficiency and speed of work. Employees who

have good technical skills will be better able to handle various obstacles that arise in the field.

2. SOP Optimization: Review and simplify existing standard operating procedures (SOPs) to make them more practical and easier to understand for officers and applicants. This could include clearer guidelines for dealing with incomplete files in the first place.

3. Equipment Modernization: Procurement of more sophisticated and accurate land surveying equipment so that it can speed up the measurement and registration process.

4. Network Infrastructure Improvement: Coordinate with internet service providers to improve the quality of the network in the land office, so that electronic-based processes can run more smoothly without being hampered by technical problems.

5. Time Management: Creating a more structured and efficient division of tasks so that officers are not burdened with too many responsibilities, which ultimately slows down the work process.

6. Community Socialization and Training: Conducting intensive education to the community, especially in hard-to-reach rural areas, on how to use *the Touch Tanahku* application and other digital-based services. This can be done through hands-on training, video-based guidance, or through collaboration with the village government.

7. Expansion of *the JEMPBOL* Program (Pick Up the Ball): Developing and expanding the scope of *the JEMPBOL* program to more villages and remote areas. This program must be carried out regularly and announced in advance so that the public can prepare themselves to participate in the service.

8. Digital Counter Facility: Provides a digital counter at the village or sub-district office that is connected to the Land Office system so that people do not need to come to the land office directly. This can help overcome the problem of distance and limited internet access.

9. Simpler Application Development: Developing the *Touch Tanah ku application* to be more user-friendly, with features that are easy for the general public to understand, so that it can be accessed by all groups, especially those who are not familiar with technology.

10. Strengthening the Integrated Queue System: Strengthening a technology-based queue system that can be accessed by all applicants regardless of their status, whether individuals or companies. This system must prioritize the principle of 'first come, first served', so that no special treatment is given based on social status or institution.

11. Process Transparency: Increase transparency at every stage of the service process, for example by providing clear and accessible information to all requesters regarding the status of their files. The land office can implement an online file tracking system so that applicants can monitor the progress of the service themselves without the need to ask the officer.

12. Internal and External Supervision: Forming a supervisory team tasked with monitoring and evaluating the implementation of SOPs on a regular basis. Supervision can also involve external parties such as independent institutions or the community to ensure that there is no discrimination in services.

13. Public Service Ethics Training: Provide specialized training to officers on the importance of fair and equal treatment for all applicants, regardless of status or type of applicant. This training can increase officers' awareness of the importance of providing equal and professional services.

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