The Legal Certainty of Electronic Land Certificates in Land Law in Indonesia

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Abstract. The aims of this study were to analyze: 1) Legal certainty of electronic land title certificates in Indonesian land registration law 2). Obstacles and solutions in the implementation of making electronic-based land certificates in Indonesia. The approach method used in this study is a normative juridical approach. The specification of the research used is descriptive analytical research. This type of data uses secondary data sourced from literature. The data analysis method used in this research is qualitative data analysis. The results of the study concluded: 1). The legal certainty of electronic land title certificates in the law of land registration in Indonesia is the urgency of holding land registration. The ultimate goal of the land registration process is the issuance of a document proving the right to land ownership, which is then referred to as a certificate. Electronic land certificates as proof of electronic ownership recognized by the ITE Law, especially those stipulated in Article 6. In terms of validity and legal certainty, there is no problem, let alone it has also been strengthened in Article 5 of the ATR/BPN Ministerial Regulation Number 1 of 2021. Legal certainty of electronic certificates in Electronic document forms can be categorized as electronic evidence which has the same evidentiary power as written/written evidence made on paper and printed results as a valid form of evidence. This is a reference to the legitimacy of the position of the electronic certificate to be used as evidence in court as long as the data stored in the electronic system does not change (guaranteed its integrity) according to what is in the land book. 2). Obstacles in implementing electronic-based land certificates in Indonesia are the incomplete land database, there are still population problems such as E-KTP, the existence of laws and regulations that are still not in sync, limited internet access to access electronic certificates, lack of socialization of electronic certificates from the Government. The solution that can be done is to synchronize and complete the land database, solve population problems,

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1. Introduction

Land is a gift for mankind on earth that comes from God Almighty. From birth to death humans need the existence of land. Land and humans cannot be separated, humans live and develop and carry out their daily activities on the land. Humans most of their lives depend on land, because land is a source of livelihood and livelihood for humans. Land plays a central role in Indonesian life and economy. The rise of development in various fields of life has caused land to become a commodity that has very high economic value and is difficult to control.

Land registration in Article 1 of Government Regulation Number 24 of 1997 is a series of activities carried out by the government continuously, continuously and regularly, including the collection, processing, bookkeeping and presentation and maintenance of physical data and juridical data in the form of maps and lists of areas land parcels and apartment units, including the issuance of certificates as proof of title for land parcels for which there are rights and ownership rights to apartment units and certain rights that burden them. Land registration is carried out to guarantee legal certainty and to meet the needs of the community and the Government. This is as stipulated in Article 19 of Act No. 5 of 1960 concerning Basic Agrarian Regulations (UUPA) that land registration is carried out in the context of guaranteeing legal certainty, rechtskadastro or legal cadastre. In more detail the purpose of land registration is described in Article 3 of Government Regulation Number 24 of 1997.

Issuance of certificates as part of the government’s support for the rights of citizens to obtain legal certainty and protection. Provisions for the issuance of land ownership certificates are clearly regulated in Government Regulation Number 10 of 1961, especially in Article 13 Paragraph (3) that certificates are legal proof of land rights. Physically, the certificate of ownership of this land is in the form of a book and a letter of measurement, which are sewn together with a paper cover, the provisions of which are determined by the Minister of Land Affairs. Meanwhile, based on the replacement government regulation, namely Government Regulation Number 20 of 1997, it is explained that the certificate is a strong proof of ownership as referred to in Article 19 Paragraph (2) Letter c of the Agrarian Law. The scope of proof with this certificate includes land rights, housing rights, management rights, waqf land, and mortgage rights. The certificate functions as proof of rights both physically and juridically. The components of information contained in the certificate book include the

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3Ibid., p. 114
certificate registration number, type of right, right holder and measurement letter, including information on changes and assignments of land rights.4

The digital era is an era where every life-support activity is facilitated by technology to make it more practical and modern. In Indonesia, progress towards the digital era is no longer unstoppable, indirectly following the needs and desires of the people themselves, who want everything to be more practical and efficient. In the land sector, as part of the modernization of land services, computerized land services have begun to be applied to documents made in the form of electronic documents. This rule is contained in the Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency (BPN) Number 1 of 2021 concerning Certificates effective from 12 January 2021. The launch of the electronic land certificate, which was signed by the Minister of Agrarian Affairs Sofyan Djalil on 12 January 2021.

The concept of legal certainty concerns all interrelated aspects. Herlien Budiono said that legal certainty is a feature that cannot be separated from law, especially regarding written legal norms. Law without certainty value will lose meaning because it cannot be used as a guideline for behavior towards everyone.5 Then, it is also necessary to understand that the certificate is a proof of rights which is very closely related to the law enforcement process. The certificate serves as the main evidence for procedural law. Therefore, it is necessary to change the law so that there is recognition of electronic evidence as a form of development or dynamics of legal problems that occur. The application of electronic land certification must be followed by new arrangements regarding legal evidence in evidence in court. Electronic documents must be included in the list of valid evidence in the evidentiary law. Considering that electronic documents according to Article 3 of the ATR/BPN Regulation are part of the results of the implementation of electronic land registration which produce electronic certificates.

2. Research Methods

This study uses normative juridical research methods, with usestatutory approach and conceptual approach.6 The specification of the research conducted by the writer belongs to the analytical descriptive research. The data collection method uses literature study techniques in collecting and compiling the necessary data. The method of data analysis is descriptive qualitative analysis.

3. Results and Discussion

3.1. Legal Certainty of Electronic Land Title Certificates in Land Registration Law in Indonesia

The creation of legal certainty regarding land rights requires a strong legal foundation. The legal foundations related to agrarian issues in Indonesia are generally regulated in Act No. 5 of 1960 concerning Basic Agrarian Regulations, which are better known as the Basic Agrarian Laws (UUPA). According to UUPA, the term agrarian means not only limited to land, but also includes earth, water and the natural resources contained therein. Even according to BoediHarsono, space is also included in it, where on earth and water contain energy and elements that can be used for efforts to maintain and develop the fertility of the earth, water and natural resources and other things related to it.

The Basic Agrarian Law (UUPA) regulates land registration with the aim of providing guarantees of legal certainty. Because the UUPA only regulates land matters in basic terms, an implementing regulation is needed that has the function of perfecting the substance of this UUPA. The government regulation that regulates land registration is Government Regulation Number 24 of 1997 in lieu of Government Regulation Number 10 of 1961 concerning Land Registration. The function of land registration is to obtain a strong means of proof Article 19 Paragraph (2) Letter c of the BAL regarding the legality of legal actions regarding land. For this reason, a Certificate is given as proof of ownership rights to land which contains a copy of the Land Book & Measurement Letter. The product (output) of a land registration process is a certificate that proves the right given to the holder of the right.

The problem of proof of ownership of land rights in Indonesia has encouraged the government to continue to innovate in issuing certificates of ownership rights. The innovation that was carried out was changing from analog certificates to electronic ones. As with the latest regulation, namely the 2021 ATR/BPN Ministerial Regulation concerning Electronic Certificates, the output of this process is an electronic document. The Director for Land and Space Registration Regulation Dwi Purnama also emphasized that the background to the launch of the electronic land certificate was the efficiency of land registration, legal certainty and legal protection. Reducing the number of disputes, conflicts and court cases regarding land and increasing the value of registering property in

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9 Rahmat Ramadhani. op. cit., p.140
order to improve the ease of doing business (EoDB) rating. The implementation of electronic land registration will increase efficiency both at the input, process and output nodes, while reducing physical encounters between service users and service providers. Apart from being an effort to minimize land transaction costs, this is also effective in reducing the impact of the pandemic.\textsuperscript{10}

Electronic land registration as stipulated by Permen ATR/BPN Number 1 of 2021, starting from the initial data collection process, to the issuance of electronic certificates, is carried out digitally and compiled in a database at the ministry. Validation or validation is also done digitally. The elements that make up the contents of the electronic document are the identity of the right owner, as well as the physical and juridical data of the land. The establishment of a land digital system database is expected to facilitate checking and maintaining data authentication.

The stages in electronic land registration For land registration for the first time or for land that has not been registered before, the applicant must attach the required documents in softfile or electronic form. Electronic documents / soft files that need to be prepared with measuring drawings, land plot maps or spatial maps, measuring letters, floor plans of flat units or space measuring letters, other documents resulting from the collection and processing of physical data. After the documents are complete, the next steps are:

a. For land registration, both systematic and sporadic, includes the collection, processing and presentation of physical data and juridical data. Physical presentation of data must include: “land maps, measuring drawings, measurement letters, floor plans of apartment units or space measurement letters, and/or other documents”. If the completeness of the land physical data has been fulfilled, then the applicant will get an Identification Number (NIB) which can be used as a reference in the next process or stage. The provisions for registering and granting NIB are regulated in Article 9 Paragraph (3) of the ATR/BPN Regulation Number 1 of 2021.

b. The next stage of the applicant is proof of rights. In accordance with Article 10 of Permen ATR/BPN Number 1 of 21 concerning Electronic Certificates, proof of rights must be based on written evidence. In this case, evidence can be in the form of electronic documents that have been issued through electronic mechanisms or other documents that have been digitized legally.

\textsuperscript{10}https://money.kompas.com/read/2021/02/06/082623626/simak-penJadian-lengkap-bpn-soal-Sertipikattanah-elektronik?page=all. accessed on January 24, 2022 at 12.00 WIB
c. Stage of research on evidence of rights proposed. This stage is carried out after the applicant has a reference number as proof that he has gone beyond the land parcel identification stage. All documents included must be examined, if the results show that the documents are complete and valid, then the land ownership can be determined by the applicant. When the applicant has agreed, as stipulated in Article 12 Paragraph (1) of the 2021 ATR/BPNT Regulation that registration in the electronic system can be carried out if the land rights have been assigned. The final process at this stage is the issuance of an electronic certificate.

d. The next step is for an applicant or registrant who has obtained a determination of rights and has had an electronic certificate issued, obtaining the right to access the electronic system (Article 12 Paragraph (3) of Permen ATR/BPN No. 1/2021). Electronic land certificates can be accessed by owners of land rights. The important thing that must be paid attention to by all parties is that if one of the physical data requirements is not met, where this can create opportunities for disputes to occur, then the land certificate cannot be submitted to the applicant. This access delay is intended to anticipate problems occurring in the future. If the applicant can complete the lack of data, access rights can be granted. So, the process is not repeated at the initial stage but is sufficient to complete the lack of physical data determined by the applicable laws and regulations. Therein lies the caution in the process of issuing electronic certificates and granting access rights to land rights holders.

e. Storage of public registers and documents. This fifth stage is an opportunity for changes in registered land to be issued electronic certificates. Holders of land rights must apply for maintenance of land registration data. Changes can be processed if it is confirmed that the provisions of the physical and juridical requirements of the land are in accordance with applicable regulations. Changes must be made comprehensively to the land book and land certificate. Changing a conventional certificate to an electronic certificate is carried out by the applicant voluntarily by attending the land office himself.

Next is the mechanism that must be passed in order to be able to replace book land certificates with electronic certificates. So, this process is not the first time registration but for land that already has ownership. The steps that must be carried out are:

a. The first step that must be taken is to submit an application to the Ministry of ATR/BPN. This initial stage is based on the arrangement in Article 14 of the ATR/BPN Ministerial Regulation Number 1 of 2021 that landowners with analog certificates can replace them with electronic certificates.
b. The replacement process can be continued if the physical and juridical data of the land are in accordance with the analog certificate, no adjustments are needed. The things that must be checked are the suitability of the data according to the land book and measurement certificate. If everything is fulfilled, then the process can be continued. The process is media transfer of all documents which are then stored in electronic data files. However, the ministry must confirm with the land owner, as stipulated in Article 15 Paragraph (2) of the ATR/BPN Regulation, if there are things that need to be adjusted, the BPN head must validate again. Validation is no longer manual validation or data collection, but at this stage it is already an electronic system.

c. Electronic or digital certificates can be issued if the data is in accordance.

System usage
electronic

In fact, land registration has been designed since 1997 with the issuance of Government Regulation Number 24 of 1997 which regulates land registration. Article 35 paragraph (5) states that, in stages, land registration data is stored and presented using electronic equipment and microfilm. Furthermore, Paragraph (6) states that the recorded documents produced by electronic devices or microfilm have the power of proof after being signed and affixed with an official stamp by the Head of the Land Office concerned.

The form and method for storing, presenting and deleting land registration documents or papers, as well as the method for storing and presenting land registration data using electronic devices and microfilm shall be stipulated by the Minister. The Ministerial Decree is then contained in the provisions of the ATR/BPN Ministerial Regulation Number 1 of 2021. In its development, the Regulation of the Minister of Agrarian Affairs / Head of BPN No. 3 of 1997 also underwent renewal in several articles, namely the first was the issuance of Permen ATR / Head of BPN Number 7 of 2019 concerning the Second Amendment of PMNA / Head of BPN Number 3 of 1998 Article 163 A, that: “the book land is stored electronically in the form of a database in the Electronic System and can be printed using the Land Book Entry List”. Article 178A also provides that, certificates can be printed in the form of Electronic Documents through the Electronic System. The certificate in the form of an Electronic Document is ratified by an Electronic Signature in accordance with the provisions of the laws and regulations. Certificates in the form of Electronic Documents can be printed as copies of Electronic Documents to be submitted to Rightsholders. The form, content and procedure for filling out the Certificate in the form of an Electronic Document shall be stipulated by the Minister.11

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Even though it has been designed since 1997 and ATR/BPN Ministerial Regulation Number 1 of 2021 concerning Electronic Land Services has been established, the making of electronic certificates has not been fully carried out and is still being carried out in stages. Currently, electronic services are provided on the website of the Ministry of Agrarian Affairs/BPN through the page https://htel.atrbpn.go.id/ for checking certificates, certificates of land registration, information on land values or property asset values.

The next step for the National Land Agency is to implement electronic land certificates by conducting a trial run, because indeed in the regulations the implementation of electronic land certificates is gradual. The initial step for BPN is to implement an electronic land certificate through a pilot project. For the pilot project stage, according to the Directorate General for Determination of Rights and Registration of Land, Suyus Windayana plans to implement it in two major cities in Indonesia. The two locations were determined by considering the highest level of ease of doing business or Ease of Doing Business (EoDB) in Indonesia. The implementation of the use of electronic certificates in Indonesia has lagged behind Malaysia, Singapore and the Philippines, so 2 (two) areas were determined to be pilot projects for electronic land registration, namely Surabaya and Jakarta. The application of temporary electronic certificates is prioritized for land assets of government agencies and BUMN, before applying electronic certificates in the general public.

The urgency of holding land registration in Indonesia is to guarantee legal certainty. The ultimate goal of the land registration process is the issuance of a document proving the right to land ownership, which is then referred to as a certificate. Electronic land certificates as proof of electronic ownership are recognized by the ITE Law, especially those regulated in Article 6. From a legal point of view, the issue of proving electronic land certificates is not a problem. In terms of validity and legal certainty there is no problem, especially since it has also been strengthened in Article 5 of the ATR/BPN Ministerial Regulation Number 1 of 2021, namely:

a. The Electronic Documents as referred to in Article 4 paragraph (3) and/or their printouts constitute valid legal evidence and an extension of valid evidence in accordance with the applicable Law of Procedure in Indonesia.

b. For the purposes of proof, Electronic Documents can be accessed through the Electronic System.

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This is also reinforced in Article 175 of the Job Creation Law, in Paragraph 3 it explains that decisions in electronic form have the same legal force as written decisions and take effect from the receipt of the decision by the party concerned.

Legal certainty for land certificate holders who are vulnerable to interference from other parties at any time, it can be proven by:

a. Types of land rights. In the land certificate, it can be seen about the type of land rights in question, whether it is a Property Right, Building Use Right (HGB), Use Right, Cultivation Right (HGU), or Management Right, and how long the right is valid, except for land rights property that has no expiry date.

b. Rights holder. The Land Book also records in the event of a transfer of land rights. For example, if a sale and purchase transaction occurs, the name of the previous right holder will be crossed out by the authorized official (BPN) and then the new right holder will be listed and so on, in essence the name of the old right holder is crossed out and the name of the new right holder is listed, so that from the certificate it can always be known who is the holder of the rights to the land.

c. Physical description of land objects. The physical description of a land can be seen in the Measurement Letter/Situation Drawing. Here we can find out about the area of the land, the length and width, the physical form of the land, the location and boundaries of the land.

d. Load on the ground. From a certificate it can also be seen whether there is a load on the land. That is, whether the land is being pledged as collateral or guaranteed by a bank or whether there are other rights on the certificate, for example HGB over ownership rights.

e. Land related events. All events related to the land are also recorded by the Land Registration Office (KPT) in the certificate, for example buying and selling events, grants, participation in a Limited Liability Company (PT), inheritance and so on.  

Assess from the theory of legal certainty, with the enactment of regulations regarding electronic land certificates, there are new arrangements regarding evidence in the form of electronic documents. As long as the electronic

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certificate from the electronic system operates properly, meaning that there is an identity code that explains the details of land rights ownership, the judge must accept the electronic evidence in court. Article 5 of the ATR/BPN Ministerial Regulation explicitly states that recognition of electronic certificates is a valid means of proving in court proceedings. This is a new breakthrough in the development of evidence in Indonesian evidentiary law. Thus, this evidence can be used as a power to settle land disputes in court. Evidence of electronic information and electronic documents is very risky to manipulate the data. The authenticity of this electronic certificate is very important. Printouts of electronic certificates containing electronic information on registered physical and juridical data on land parcels and in the form of electronic documents constitute an extension of documentary evidence and are included in the expansion of guidance evidence as stipulated in Article 184 paragraph (1) of the Criminal Procedure Code.

Recognition of the use of electronic evidence in court is also regulated in Article 6 of Act No. 11 of 2008 which states that the use of electronic evidence can be carried out as long as the evidence can be obtained and shown through the electronic system, guaranteed integrity, can be accounted for, thus explaining a legal event. In essence, a land certificate is a proof of rights in the form of a combined land book and measurement document. The certificate is the end result of all the land registration processes, the most crucial thing is the land registration process from start to finish by electronic means that the applicant or registrant must go through. Whatever form the copy of the land book takes, 14

Studying from Philipus M. Hadjon's theory of legal protection, legal protection is the protection of dignity, as well as recognition of human rights possessed by legal subjects based on legal provisions of arbitrariness. 15 Electronic land certificates as proof of electronic ownership recognized by the Electronic Information and Transaction Law (UU ITE) specifically regulated in Article 6. The Electronic Information and Transaction Law (UU ITE) RI Act No. 11 of 2008 concerning ITE is a form of responsibility that must be carried out by the state and has been revised into Law no. 19 of 2016 concerning ITE, provides maximum protection for all activities that use information and communication technology, so that it is legally protected against possible crimes and technological

In terms of validity, there is no problem, especially since it has been strengthened in Article 5 of Permen ATR/BPN No 1 of 2021. For security, the Ministry of ATR/BPN has prepared anticipation of data leaks through collaboration with BSSN. Electronic land certificates will apply electronic signatures and use cryptographic encryption technology guaranteed by the National Cyber and Crypto Agency (BSSN).

3.2. Obstacles and Solutions in the Application of Making Electronic-Based Land Certificates in Indonesia

The implementation of electronic land certificates has obstacles in its application, these obstacles include:

a. Incomplete land database. The Ministry of Agrarian Affairs and Spatial Planning first needs to ensure the availability and validity of data and maps of land parcels throughout Indonesia.

b. Reality has so far proven that population data in Indonesia is not in order and there is still a lot of data that is not updated so that to guarantee the validity of land data, it is necessary to ensure the validity of population data throughout Indonesia.

c. There is still a need to improve legal norms related to electronic certificates, it is necessary to re-synchronize and harmonize laws and regulations so as not to create new problems from the registration process to the data processing, because certificates are proof of ownership that have legal force.

d. Efforts to disseminate electronic certificates to various parties are still not optimal, so they are still worried about the benefits and legal protection, including the Legislature; Thus, there is no full support from the Legislature for the application of electronic certificates.

e. Technologically, the use of digitalization will only be easily accessed by urban and upper middle class people, while in rural areas access to digitalization technology is still difficult and uneven.

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coupled with some rural communities who are still technologically illiterate.

f. Information Technology Systems (IT) managed by the Government, such as: electronic Identity Cards (e-KTP), including the Ministry of Agrarian and Spatial Planning/BPN do not appear to be completely secure.¹⁸

Considering that there are still many obstacles in the implementation of making electronic land certificates, the government made several solutions, namely on March 23 2021, Commission II of the House of Representatives (DPR) stated that Commission II of the DPR RI and the Minister of ATR/BPN agreed to postpone the enforcement of Ministerial Regulation ATR/BPN Number 1 2021 concerning Electronic Certificates, and immediately evaluate and revise provisions that have the potential to cause problems in society. This evaluation and revision is related to:

a. Synchronize and complete the land database.

b. Solve population problems such as E-KTP.

c. Review and synchronize several laws and regulations related to land certificates.

d. Optimizing internet access throughout Indonesia to remote villages

e. Outreach to the community.

4. Conclusion

The legal certainty of electronic land title certificates in the law of land registration in Indonesia is the urgency of holding land registration. The ultimate goal of the land registration process is the issuance of a document proving the right to land ownership, which is then referred to as a certificate. Electronic land certificates as proof of electronic ownership are recognized by the ITE Law, especially those regulated in Article 6. From a legal point of view, the issue of proving electronic land certificates is not a problem. In terms of validity and legal certainty there is no problem, especially since it has also been strengthened in Article 5 of the ATR/BPN Ministerial Regulation Number 1 of 2021. Legal certainty Electronic certificates in the form of electronic documents can be

¹⁸Ibid,. p.206
categorized as electronic evidence which has the same evidentiary power as written/written evidence made on paper and the printout as a valid form of evidence. This is a reference to the legitimacy of the position of the electronic certificate to be used as evidence in court as long as the data stored in the electronic system does not change (guaranteed its integrity) according to what is in the land book. Obstacles in the implementation of making electronic-based land certificates in Indonesia are the incomplete land database, there are still population problems such as E-KTP, the existence of laws and regulations that are still not in sync, limited internet access to access electronic certificates, lack of dissemination of electronic certificates from the Government. Possible solutions are synchronizing and completing land databases, solving population problems, reviewing and synchronizing several laws and regulations related to land certificates, optimizing internet access throughout Indonesia to remote villages, conducting outreach to the community.

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