

## CHANGES IN LEGAL CULTURE IN MANAGING WARKAH AFTER THE ENACTMENT OF THE CIRCULAR LETTER OF THE MINISTER ATR/BPN NUMBER 5/SE-100.TU.02.01/VIII/2019 CONCERNING STANDARIZATION OF DIGITALIZATION OF WARKAH

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### ABSTRACT

*Globalization and technological advances have brought a new paradigm for managing government systems in various countries. One of the demands to adapt to current developments is the need for information technology that can be used to carry out daily activities. Responding to this phenomenon, the Indonesian Government has also prepared a set of legal rules that are the basis for bureaucratic flexibility in carrying out its duties and functions. With this legal reform, it is hoped that the bureaucracy will be able to work and support the New Public Management System pattern. Various sectors are starting to develop methods considered the most appropriate for improving bureaucratic performance and the quality of government administrative services. This includes the Ministry of ATR/BPN, which explicitly handles land issues in Indonesia and has prepared regulations to adopt information technology to improve bureaucratic performance. After all, land has essential social and economic functions for society and certainly requires proper handling to bring prosperity to all Indonesian people. Based on these considerations, the objective of this study is to show the implications of the Circular Letter of the Minister of ATR/BPN Number 5/SE-100.TU.02.01/VIII/2019 concerning the Standardization of Digitalization of Documents from a legal effectiveness theory perspective. The study was carried out using normative juridical research methods. The analysis was carried out using statutory and conceptual approaches. The results of the analysis show that the Circular Letter of the Minister of ATR/BPN Number 5/SE-100.TU.02.01/VIII/2019 concerning the Standardization of Warkah Digitization has caused changes in the structural, substance, and legal cultural aspects of the Warkah administration process at the National Land Agency. With the results of this study, it is hoped that the bureaucracy in the land sector can clearly understand the differences in legal culture that occurred after the publication of the Ministerial Circular so that the performance of the bureaucracy can be improved and adapted to its new duties and functions.*

*Keywords:* Globalization, Law Enforcement, Public Administration

### INTRODUCTION

Globalization (Albrow et al., 1994), as a process of unifying the whole world, has changed people's way of life. Technological advances accessed from all parts of the world can bring about a new lifestyle that demands efficiency and speed in completing a task. With these changes in people's lifestyles, the government as state administrator also needs to change how the bureaucracy works, which has been running well in completing its tasks and functions to serve the community (Albrow, 2004). For this reason, regulations are needed that can become the basis for changes in the governance of the government system.

Referring to the ideal bureaucratic model proposed by Max Weber (Constas, 1958), bureaucracy is required to work optimally and prioritize impartiality. These characteristics are needed as a basis for the functioning of an institution that can survive despite the dynamics of changes in the era of democratic leadership. Bureaucratic stability in carrying out its duties is needed so that public services can be carried out well (Kettl, 2022). For this reason, the effectiveness and efficiency of public services and the implementation of government administration must be carried out based on the principles of equality. Thus, the changing trend of globalization and the efficiency of providing public services has given rise to the need to change the legal umbrella that underlies the bureaucratic work system. However, the bureaucracy is said to be able to work optimally when what it does is following the authority granted by statutory regulations (Nandang Alamsah, 2017).

In this study, we will review in depth the changes in the bureaucratic work system in Indonesia in response to the use of information technology in carrying out government administrative affairs (Lawrence M. Friedman, 1977). In particular, the study will focus on changes in society's demands in the digital era in the land sector. One example of innovation carried out by the government can be seen in the implementation of e-certificates. Conventionally, proof of ownership of land can be shown through a land certificate. Certificates as solid proof of land ownership are now being designed so that they no longer use paper as raw materials but can be archived digitally. In this case, the ATR/BPN ministry has launched an electronic certificate or e-certificate. This effort is part of the transformation to the digital era carried out by BPN through the digital service program (Dilan). This program can generally be used to check land certificates, electronic mortgage rights (HT-e) (Kurnia Rheza Randy Adinegoro, 2023), and land value zone information (Prasetyo et al., 2019). To support this service, BPN is also targeting supporting features such as land book validation, land waqf, and other regulations related to the issuance of e-certificates (Candya Upavata Kutey Karta Negara et al., 2021).

Apart from that, still related to proof of land ownership, BPN is also required to be able to carry out the digitization process for Warkah. Warkah is an important document that can prove land ownership and is used in the land registration process. This effort was carried out based on a mandate from the Circular Letter of the Minister of ATR/BPN Number 5/SE-100.TU.02.01/VIII/2019 concerning the Standardization of Warkah Digitization. The changes in public services carried out by BPN through digitizing documents and their supporting services are a significant breakthrough. So far, the warkah has been neatly stored on the land office storage shelf. With this storage method, searching for warkah data will take a long time, maintenance costs will be high, and the storage area will have to be larger and larger. For this reason, the method for managing warkah as important administrative documents needs to be improved. As proof of ownership, a document is necessary evidence when there

is a problem regarding proof of ownership of a registered land certificate. The progress of the era, which relies on computerization and the internet, has offered integration in creating excellent, fast, precise, and efficient public service spaces. Likewise, to store and manage land documents, the government has made major changes, which are very significant because they change an order created since society's lifestyle was still traditional.

Based on these considerations, this study was then carried out to see how significant the impact of the Circular Letter of the Minister of ATR/BPN Number 5/SE-100.TU.02.01/VIII/2019 concerning Standardization of Digitization of Warkah had on the existing bureaucratic work system at BPN. Referring to the theory of legal effectiveness put forward by Friedman, this circular letter can be evidence of a change in bureaucratic performance standards. The research will use normative juridical research methods with a statutory and conceptual approach. For this reason, this theory will be used as an analytical tool to see the impact of these regulations on government administration activities carried out by BPN. Then, the analysis continues to determine how these changes can realize the implementation of new public services.

## **METHODS**

This research was conducted using normative juridical research methods or doctrinal research. In this research model, the analysis will be based on the ideal form of a condition, which is reflected in the theoretical basis used. For this reason, research will be carried out using a statutory approach and a conceptual approach. In this case, the legislative approach will specifically provide a review of the impact of implementing the Circular Letter of the Minister of ATR/BPN Number 5/SE-100.TU.02.01/VIII/2019 concerning Standardization of the Digitalization of Warkah. Meanwhile, the conceptual approach in this research will use Lawrence M. Friedman's theory of the effectiveness of legal application. The results of the analysis will be presented in descriptive and prescriptive form.

### **Friedman's Legal Culture and Law Enforcement Theory**

As explained by Lawrence M. Friedman (Friedman, 1986), the legal system's role in society is obtained through observing the implementation of the functions of the legal system, what it does, and how these functions are carried out. Unlike classical legal views, which explore the normative and dogmatic side of the law, socio-legal assessments focus on the validity of the social facts that occur when the law is applied. Furthermore, Friedman also analogized this point of view to the difference between the criticism of art and the sociology of art (Lawrence M. Friedman, 1990). Criticism of art will look at whether a work of art is good and train our eyesight to distinguish between wheat and chaff. Meanwhile, the sociology of works of art will examine the processes that give rise to why a work can be considered reasonable (Arsyad Aldyan, 2022). This view explores the reasons behind changes in social circumstances that influence a person's judgment. Social circumstances and social structure are important factors that cannot be ignored.

The mindset formed to analyze the sociological value of art should also be applied to studies in law. Law as a social phenomenon concerns policy, philosophy, and political theory, but only a few theories talk about legal culture or living law (Čehulić, 2021). To understand the workings of a legal system, it is necessary to study the process of implementing it in society. In this way, the background to the changes to the social order as a consequence of the implementation of the new legal system can be seen. In a modern view, law becomes a form of Leviathan, which requires understanding the normative nature of a law and developing it as fuel for reform or social change (Lawrence M. Friedman, 2001).

The socio-legal view also emphasizes the importance of benchmarks describing law as an operating system. Implementing the legal system will give rise to patterns of influence exerted by society on the legal system and the consequences that occur in society after the legal system is implemented. For Friedman, this outline is a way to see how social conditions as a source of law are then transformed into legal substance (Nelken, 2014). Furthermore, the implementation process of the legal substance that has been created will require a new legal structure relating to the function of the implementing organization. As a result, changes to legal behavior, legal institutions, and the social order of the society that gave birth to the law. What needs attention is the social conditions that are the source for forming a law that Friedman introduced as a legal culture.

Legal culture contains ideas, values, behavior, and opinions that society holds. Everyone has a legal culture, as they also have culture in general. The uniqueness of each individual's thoughts and unique touch does not prevent them from being part of a social entity. These norms held by society are then translated into legal norms, determining their impact on them. By understanding that the subjects of the legal system being implemented are humans (both as individuals and social creatures), it is appropriate for the process of implementing a legal system to have its own research space. As legal subjects, society has different thoughts, ideas, habits, behaviors, and reactions to legal orders and institutions. The reactions in the implementation process will undoubtedly differ in each community condition. Legal culture can also change the way people view the law. Knowledge of law as part of understanding legal consciousness is an essential factor that must be observed directly and indirectly (Lawrence M. Friedman, 2009).

Modern legal culture or "modern legal culture" is translated by Friedman as conditions that occur in contemporary society. In this case, Friedman emphasized that the word 'modern' would refer to a specific period. The social changes that occurred in the 1990s, influenced by the Industrial Revolution, became the focus of Friedman's study of modern legal culture (Friedman, 1994). Legal culture, as a pattern in general, has experienced drastic changes compared to traditional societal patterns. Even though there is change, social change in traditional societies tends to be slow. The introduction of industrial machines that facilitate all forms of community activities and lifestyles has increased the demands that the government must meet. This is closely related to the explanation of legal culture as a source of forming the legal system.

To understand modern legal culture, Friedman introduced six characteristics that can be observed. First, the modern legal system is experiencing very rapid changes. It is not easy to find static legal products in contemporary society. Even though it maintains an element of legal stability, its level is decreasing due to legal evolution. The entry of the industrial era created changes in various aspects of people's lives. This condition then creates social change in a modern culture with a new mindset and lifestyle.

Consequently, public expectations are increasing and creating demands from the middle class so that the government can accommodate these changes (Lawrence M. Friedman, 1990).

Second, the legal system in a modern country will develop into a complex form and have a broad scope. Changes in living needs and inflation of people's expectations turn demands into laws made by the government. This condition is evident in the practice of life in Western countries. As the most unrestricted, most open, and democratic country, demands are also increasing, and the government has to issue many regulations. In this way, the duties and functions of the government also increase. The positive side of this change lies in narrowing legal gaps (Lawrence M. Friedman, 1975). The spread of the private sector and areas previously not regulated by law has created conditions for legalization or justification. For example, the emergence of regulations regarding environmental law in the modern legal system and child-rearing patterns, which were initially the personal authority of the parents, is a form of legal expansion in the modern legal culture. In this case, law cannot arbitrarily enter the private realm, but on the other hand, no realm is genuinely free from legal intervention.

Third, openness in the modern world is closely related to the legitimacy of the laws applied. Legitimacy in the legal system is needed as a primary reference for justification and ensuring that the law is worthy of being obeyed. For modern society, legal legitimacy has made it an instrument that can be used to achieve economic and social goals. On the other hand, the fourth characteristic concerns the non-instrumental side of law. If the third condition has made law a tool to achieve goals, then the law has a non-instrumental side in the fourth characteristic, which sometimes conflicts with society's goals. This side appears in the function of law, which regulates restrictions on 'rights.' In particular, the fundamental rights possessed by the community are usually stated in the constitution. In this case, the judicial review process later developed into a method of monitoring government policies so that they remain under the juridical corridor and do not injure the people's fundamental rights (Alan Watson, 1983).

Fifth, law in modern society promises more individualistic forms of regulation. Modern legal culture introduces the importance of the autonomy of each individual. Freedom and protection of individuals become a new collective consciousness. As a result, many cases of litigation exploitation or flood of cases are found. Furthermore, the last characteristic of Friedman is the influence of globalization. The world is becoming narrower due to the influence of technological advances. Borderless countries, especially in the economic field, have united countries worldwide. In this case, globalization has required the existence of legal relations that go beyond legal boundaries, so there is a need for legal harmonization and unification of legal models and their structures. This condition can be seen in the example of applying the legal system in force in European Union countries.

Based on Friedman's explanation of the influence of legal culture in modern society, legal culture, and the legal system have a reciprocal relationship. Legal culture creates societal demands, which are then translated into legal products. As a consequence, the implementation of these legal products again influences the social order in society. As stated by Friedman, legal culture in modern society has its locus during the industrial revolution that occurred in the 1990s. This condition indicates a change from a traditional society to an industrial society. Meanwhile, the Industrial Revolution 4.0 has changed people's lifestyle towards digital. For this reason, there are changes in the standard demands of modern legal culture, which influence the creation of a legal system in this digital era.

### **Implications of Circular Letter of the Minister of ATR/BPN Number 5/SE-100.TU.02.01/VIII/2019 concerning Standardization of Warkah Digitization**

As part of a global society, we live in specific mechanisms that keep us abreast of changing times. Awareness of the importance of the influence of globalization and the industrial revolution on the life of the Indonesian nation has led the government to issue Presidential Instruction Number 3 of 2003 concerning National Policy and Strategy for E-Government Development (now referred to as E-Government Presidential Instruction) and Presidential Regulation Number 95 of 2018 concerning Systems Electronic Based Government.

These two regulations are the basis for implementing suitable governance mechanisms and, at the same time, responding to the demands of current developments, which must make the government start taking steps to reform the bureaucracy. Weber's ideal form of bureaucracy has made conventional bureaucracy work rigidly, slowly, and unresponsively. This performance model is no longer viable in the era of globalization and technological progress. Bureaucracy is now required to provide excellent, fast, precise, and efficient service. For this reason, the government then issued basic regulations that could provide more flexible authority to the bureaucracy to take advantage of technological advances in carrying out its duties.

The government's decision to make the land registration process one of the priority sector objects that must immediately adopt innovation and information technology is based on various problems that still need to be appropriately resolved. One of the main problems is the land ownership evidence. Of the 126,000,000 plots of land in Indonesia, 46,000,000 certificates were registered before a complete systematic land registration program existed. This condition then leaves the problem of dual ownership of a plot of land, which must be appropriately resolved. These double certificates often arise due to a need for more accuracy in plotting in the past or the original certificate holder not controlling the land. In this case, to resolve disputes regarding land ownership, one piece of evidence that can be used as a reference is the data contained in the land certificate. So far, warkah has been managed conventionally by the government.

In this context, with the Circular Letter of the Minister of ATR/BPN Number 5/SE-100.TU.02.01/VIII/2019 concerning the Standardization of the Digitalization of Warkah, the work process within BPN has also changed. This regulation issued by the Minister of ATR/BPN is intended to encourage bureaucratic transformation in the era of digital services. This activity allows the bureaucracy to change forms of service that have been provided conventionally to digital (Utami Anggraini et al., 2020). By utilizing electronic storage media, government administration services in the form of document archive management at BPN will no longer use paper or, in other words, can adopt a paperless service system (Ahmad Munawaruzaman, 2020).

For this reason, in this Ministerial Circular on the Standardization of Digitization of Documents (Renaud Saputra Purba & Farizal Arma Bandhono, 2021), some procedures can serve as guidelines for transferring media from conventionally stored archives to electronically stored archives. As a first step in this policy, all unbound documents will be put into an album to make it easier to transfer media. By digitizing these archives, the performance of the bureaucracy within BPN will be able to run more effectively and efficiently. Following the mandate of Presidential Instruction Number 3 of 2003 concerning National Policy and

Strategy for E-Government Development (starting now referred to as E-Government Presidential Instruction) and Presidential Regulation Number 95 of 2018 concerning Electronic-Based Government Systems, ministries, and non-ministerial state institutions are expected to be able to issue supporting regulations for the implementation of SPBE in their respective work environments (Abdul Gani & M. Zen Abdullah, 2022). Based on these considerations, the regulations issued by the Minister of ATR/BPN in a ministerial circular have been carried out correctly. This can be seen from the position of the ministerial circular, which is hierarchically under the law and has the scope to regulate work activities within the agency (Wendy Amelia Triani et al., 2023).

In this case, the Circular Letter of the Minister of ATR/BPN Number 5/SE-100.TU.02.01/VIII/2019 concerning Standardization of Digitization of Warkahs has the scope to provide work guidance in the form of guidelines for standardizing the process of digitizing land archives in the form of warkahs in the Agency's Regional Offices. Provincial National Land Affairs and Land Office. With the issuance of this regulation, the existing work process at the National Land Agency in managing Warkah archives has changed. The changes in the work stages under the Circular Letter of the Minister of ATR/BPN Number 5/SE-100.TU.02.01/VIII/2019 concerning Standardization of Warkah Digitization include: (a) preparation; (b) scan of manuscripts; (c) indexing; (d) quality control; (e) storage on the server; (f) list of media transfer archives.

In the first stage, the bureaucracy within the National Land Agency must carry out a preparation process. These preparations include activities such as preparing a workspace that will be used to accommodate scanners and land document files. This workspace must be large enough to continue supporting and facilitating the work's implementation. If the BPN Regional Office or land office does not have a suitable room to carry out these activities, then there needs to be a preparatory stage carried out to provide the room. If the room used to carry out the digitization process is ready for use, then the preparation process can be carried out for handing over the land documents/archives.

In preparing the file handover, the documents to be digitized will first be identified given a serial number on the back of each sheet. Next, these files must be inventoried regarding location, year, type, and number of files. When this process has been completed, the files are ready to be handed over. An official report must accompany the process of handing over land certificate archives on the handover of land archive documents between the land office and the digitizing implementer. After that, the document is moved from the storage shelf to the digitization room.

Documents entered into the maintenance room are then inventoried again in a form that becomes a 'control card' and handed over to the sorting and filing officer. Sorting documents to be archived is an activity to separate the data in document bundles according to their contents. The land title documents to be archived contain at least (a) a land book, (b) a measurement letter, (c) a measuring drawing, (d) a certificate granting rights (SK), and (e) a registration document (DI208). The scanning process on Warkah documents can be carried out based on the year. This activity was carried out for the first stage to digitize warkah documents from the most recent year. Since conventional storage methods combine documents by binding them, officers must start opening them into separate sheets.

In this process, officers must carefully and precisely assess and identify each sheet. If all the physical sheets of the document are complete and in good condition, the document is handed over to the scanner operator. When the data scanning process has been completed, the document bundle must be re-bound or recorded as one complete document and ensure that it has returned to its original state. This series of activities is part of the preparation stage that the bureaucratic ranks at the Provincial BPN Regional Office and the Land Office must carry out.

Then, enter the second stage, namely scanning or scanning manuscripts. This process changes the conventional warkah archives into digital form, which will be stored in image form. This process uses a high-speed scanner with an ADF (automatic document feeder) type. However, this activity can also be carried out under particular conditions using a flatbed or other type of scanner. Adjustments to the type of scanner used can be made by considering the condition of the document to be digitized. This process especially needs to be carried out for more than 25-year-old documents. However, in the Circular Letter of the Minister of ATR/BPN Number 5/SE-100.TU.02.01/VIII/2019 concerning Standardization of Digitization of Warkah, provisions regarding standardization of scan results are provided which must be met: (a) output data resolution of at least 150 DPI; (b) all documents including the cover have been scanned; (c) blank back pages or blank sheets do not need to be scanned; (d) color or autocolour according to the original color; (e) output files; (f) PDF-text searchable.

After completing the document scanning stage, the digital archive must enter the next stage, namely the indexing process. Indexing is carried out to provide codes for files, naming archive subjects, numbering, and various other forms of entry. This process is intended to facilitate the identification of scanned files. When the file has been named, it is put into a folder with a code/naming according to the filegroup. Naming is done in order based on the type of document being scanned.

After that, the digitization process continues with work to carry out quality control. This work is carried out on files from scanning and indexing. In this stage, a validation and verification process is carried out regarding the suitability of the scanned data. The consideration of whether or not to use the file is based on consideration of the results of (a) completeness of the file coding, (b) completeness and quality of scanned documents, (c) returning and rearranging documents that have been scanned to their original place; (d) marking of scanned documents. This step is expected to be a form of quality control over scanned documents. In the validation and verification process, authentication of each document sheet is intended to ensure the authenticity of the data so that it then needs to be marked that the document is declared appropriate and passed. If the document has been declared passed, the process continues to the next stage. If not, then the procedures carried out include (a) scanning and re-archiving missed documents, (b) editorial revision of indexing results, and (c) correction of the scanned output image.

After the warkah archive document is declared to have passed the quality test, the document is then entered into the server for storage. This digital storage process is carried out on scanned documents. The file storage media can use computer memory or directly on the server to become a database. The file must be copied to an external hard disk as a backup to carry out risk management. This process must also consider aspects of control over the quality of the stored data. After ensuring that everything complies with procedures, the files are uploaded to the system provided to be adequately documented and integrated with digital documents in the KKP application. The entire digitization process is then archived as an official report by the party carrying out the digitization process.

From this presentation, it can be concluded that the Circular Letter of the Minister of ATR/BPN Number 5/SE-100.TU.02.01/VIII/2019 concerning the Standardization of Warkah Digitization has changed the bureaucratic work system within the National Land Agency and its work units in the regions. If, up to now, land certificate archive documents have been stored using conventional methods through combining documents, which are then bound/booked and stored in a storage rack, then this activity must now be balanced with a digital storage process. This process is carried out on warkah documents that have just been created and on all warkah documents that are in the BPN storage rack. To carry out the digitization process, officers scan documents and ensure that they are appropriate and authentic to meet the quality standards set by the Ministry of ATR/BPN. Furthermore, this digitization process also provides additional work for officers to carry out indexing, numbering, codification, and returning conventional archives to their original state.

Concerning Friedman's theory of legal effectiveness, the first factor is related to legal structures that overcome the rapid flow of change from these conditions. In this regard, the Indonesian government has given the freedom to implement an e-government system, allowing the bureaucracy to work flexibly. One of them is the existence of a mechanism for digitizing manuscripts. This effort is being carried out by the government so that the time needed to search for and maintain document files is faster and more efficient so that the public services provided can also be shortened.

Second, with regulations regarding e-government, the Indonesian government has opened up space for the bureaucracy to carry out its duties in an integrated manner. In this case, digitizing documents is only one part of filling the land database. The long-term goal of this regulation is to provide an integrated database that can later be used by various government agencies together. Thus, there is a standard for digitizing documents created by BPN and uploaded into the land database system, so this aspect has shown the existence of regulatory coverage in the Circular Letter of the Minister of ATR/BPN Number 5/SE-100.TU.02.01/VIII/2019 concerning Wider standardization of manuscript digitization.

Third, the implementation of e-government has given agencies legitimacy to adopt information technology in carrying out government administration activities and providing public services to the community. As explained in the ideal form of bureaucracy, the bureaucracy should work in a structured and systematic manner following their authority. For this reason, regulations regarding e-government have become the basis for the legitimacy of the Circular Letter of the Minister of ATR/BPN Number 5/SE-100.TU.02.01/VIII/2019 concerning Standardization of the Digitalization of Warkah. Even though the demands of globalization are fundamental to be followed up immediately, if the government does not issue a legal basis that the bureaucracy can use to act, then the use of information technology in carrying out the duties and functions of public services will also not be possible.

Fourth, the factors that the government must pay attention to are related to the certainty of constitutional rights, which are not directly stated in the regulations for digitizing documents. It is hoped that the digitalization process of this inheritance will maintain the rights of landowners. This needs to be ensured in the provisions regarding mechanisms for handling irregularities that may occur. Apart from following up on provisions regarding e-government, the process of digitizing documents can also be used to ensure that registered documents are valid and that there is no double ownership. If these deviations then occur, then there needs to be a law enforcement mechanism that needs to be created to protect the rights of the actual landowner.

Fifth, law in modern society is more oriented towards an individualistic system. In this case, inheritance and land ownership are, of course, very personal. However, managing personal archives becomes very important when faced with land's social and economic functions. Proof of solid ownership of a plot of land must be managed well, especially if problems arise related to the struggle for land rights. Thus, the urgency of managing proof of land ownership is personal.

Sixth, the Circular Letter of the Minister of ATR/BPN Number 5/SE-100.TU.02.01/VIII/2019 concerning the Standardization of the Digitalization of Warkah is proof of the influence of globalization on the government system in Indonesia. Integrating the document management system using information technology is the government's way of keeping up with current developments. Globalization, which demands that everything can be done quickly and anywhere, has given rise to the need for manuscript archives in digital form. With digital storage methods, managers and related parties will easily find the files they are looking for so that public services will be more optimal and can be done quickly.

## **CONCLUSION**

From the results of the explanation above, it can be concluded that the Circular Letter of the Minister of ATR/BPN Number 5/SE-100.TU.02.01/VIII/2019 concerning the Standardization of Warkah Digitization has caused changes in the bureaucracy working in the land sector, especially BPN. When viewed from the perspective of legal effectiveness theory, the influence of globalization has led to demands for the optimization of public services in the land sector. In this case, the Circular Letter of the Minister of ATR/BPN Number 5/SE-100.TU.02.01/VIII/2019 concerning Standardization of Digitization of Warkah is one of the legal substances that plays a role as a means for the government to fulfill these demands. Changes within BPN as a legal structure that implements these policies can be seen in the need for human resources capable of operating the required technology. Meanwhile, the third part, changes and adjustments to modern legal culture, can be seen in (1) freedom for the bureaucracy to be able to work with high flexibility by digitizing documents; (2) digitalization of documents is used to create an integrated database for various government agencies; (3) the implementation of e-government has given legitimacy to agencies to adopt the use of information technology in carrying out government administration activities and providing public services to the community; (4) the process of digitizing documents can be used to ensure that registered documents are valid and there is no double ownership; (5) management of personal archives becomes crucial when faced with the social and economic functions of land; (6) Integration of the document management system using information technology is the government's way of keeping up with current developments. Thus, it is seen that with the Circular Letter of the Minister of ATR/BPN Number 5/SE-100.TU.02.01/VIII/2019 concerning the Standardization of Digitization of Warkah, the bureaucracy working at BPN must be able to adapt to the new duties and functions, following the results of these findings. The adaptability of the bureaucracy in carrying out the administration process for documents will determine the success of achieving the policy's objectives.

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