

CRITICAL EVALUATION OF INNOVATION MANAGEMENT IN THE LAYANAN TANPA LAMA (LANTALA) PROGRAM WITHIN DIGITAL LAND BUREAUCRACY REFORM

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Abstract. This study is motivated by the persistently low level of public trust in land administration services in Indonesia, which are often perceived as slow, bureaucratic, and lacking service certainty. In response to these conditions, the Surakarta City Land Office introduced *Layanan Tanpa Lama* (LANTALA) as a digital-based fast-service innovation designed to accelerate land administration processes while supporting technology-based bureaucratic reform. This study aims to critically evaluate the implementation of LANTALA innovation management and analyze its contribution to improving the quality of public services in the land administration sector. This study employed a qualitative method with a case study design conducted at the Surakarta City Land Office involving 15 informants. Data were collected through in-depth interviews, participatory observation, and documentation, and were analyzed using thematic analysis through data reduction, coding, theme categorization, and interpretation of findings. The findings indicate that LANTALA has successfully improved service efficiency through workflow simplification, faster service delivery, and strengthened digital coordination among internal units. However, this study also identified several challenges, including digital infrastructure instability, increased employee workload, unequal service access, and low levels of public digital literacy. This study is limited to a single research location; therefore, future studies are recommended to adopt comparative cross-regional approaches to strengthen the generalizability of the findings.

Keywords: LANTALA, Land Administration Services, Public Service Innovation, Innovation Management

Abstrak. Penelitian ini dilatarbelakangi oleh masih rendahnya tingkat kepercayaan masyarakat terhadap pelayanan pertanahan di Indonesia yang kerap dipersepsikan lamban, birokratis, dan kurang memberikan kepastian layanan, sehingga Kantor Pertanahan Kota Surakarta menghadirkan Layanan Tanpa Lama (LANTALA) sebagai inovasi pelayanan cepat berbasis digital untuk mempercepat proses administrasi pertanahan sekaligus mendukung reformasi birokrasi berbasis teknologi. Penelitian ini bertujuan untuk mengevaluasi secara kritis penerapan manajemen inovasi LANTALA serta menganalisis kontribusinya dalam meningkatkan kualitas pelayanan publik di sektor pertanahan. Penelitian ini menggunakan metode kualitatif dengan desain studi kasus di Kantor Pertanahan Kota Surakarta dengan melibatkan 15 informan. Data dikumpulkan melalui wawancara mendalam, observasi partisipatif, dan dokumentasi, kemudian dianalisis menggunakan analisis tematik melalui proses reduksi data, pengkodean, kategorisasi tema, dan interpretasi temuan. Hasil penelitian menunjukkan bahwa LANTALA berhasil meningkatkan efisiensi pelayanan melalui penyederhanaan alur kerja, percepatan layanan, dan penguatan koordinasi digital antarunit. Namun demikian, penelitian ini juga menemukan tantangan berupa ketidakstabilan infrastruktur digital, meningkatnya beban kerja pegawai, ketimpangan akses layanan, dan rendahnya literasi digital masyarakat. Penelitian ini terbatas pada satu lokasi penelitian, sehingga studi lanjutan disarankan menggunakan pendekatan komparatif lintas daerah untuk memperkuat generalisasi temuan.

Kata Kunci: LANTALA, Pelayanan Pertanahan, Inovasi Pelayanan Publik, Manajemen Inovasi

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INTRODUCTION

Public service represents the most tangible manifestation of the state's presence in society because the quality of public services shapes citizen satisfaction, bureaucratic legitimacy, and public trust in government institutions. However, in Indonesia, public service bureaucracy is still frequently perceived as slow, procedural, non-transparent, and vulnerable to maladministration, particularly in sectors closely related to basic public rights such as land administration (Dwiyanto, 2018). Even amid bureaucratic reform and governmental digitalization, land services continue to carry the stigma of being "complicated, expensive, and time-consuming" (Jagadhita, 2025). This condition indicates that the problems of land bureaucracy in Indonesia are not merely administrative but also structural, involving organizational culture, service governance, and institutional transformation capacity. The 2025 report of the Indonesian Ombudsman identified land administration as one of the public service sectors receiving high levels of public complaints, especially regarding delays, unclear procedures, and weak certainty of service completion time. Likewise, the 2024 Integrity Assessment Survey conducted by the Corruption Eradication Commission (KPK) revealed that land services were still perceived as highly vulnerable to gratuities and unofficial fees compared with several other public service sectors (KPK, 2024). These findings demonstrate that bureaucratic reform in the land sector has not fully resolved longstanding public service problems in Indonesia.

To address these challenges, the Indonesian government has accelerated digital bureaucratic transformation through the Electronic-Based Government System (SPBE) policy, which aims to improve service efficiency, administrative effectiveness, and governmental transparency (Ministry of Administrative and Bureaucratic Reform, 2025). Nevertheless, previous studies indicate that digital bureaucracy in Indonesia still faces serious obstacles, including unequal digital literacy, limited technological infrastructure, fragmented information systems, and resistance within bureaucratic work culture toward organizational change (Winarni & Bundianto, 2024; Isma et al., 2025). In the land administration sector, digital transformation has become a strategic agenda of the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN) through innovations such as electronic land certificates, online services, integrated land databases, and service modernization. However, digital transformation in land administration is more complex because it involves legal ownership rights, spatial data validity, document security, and legal certainty for citizens (World Bank, 2023). In practice, digitalization has also generated new challenges, including server overload, unequal digital access, and increasing public dependence on intermediaries

such as Land Deed Officials (PPATs) and notaries (Sukarno et al., 2025). These conditions confirm that digitalization does not automatically produce substantive bureaucratic reform. Kasim et al., (2025) describe this phenomenon as the “digital bureaucracy trap,” in which institutions successfully convert manual systems into digital platforms but fail to establish inclusive and adaptive service governance.

Amid these challenges, the Surakarta City Land Office introduced *Layanan Tanpa Lama* (LANTALA) as a digital-based fast-service innovation designed to accelerate land administration processes through the integration of the LOKETKU system and the simplification of internal service procedures. The program enables certain land title transfer services to be completed within one hour and represents an attempt to shift land bureaucracy from slow and procedural services toward fast, responsive, and time-certain public services. Internal data from the Surakarta City Land Office in 2025 indicate that the utilization of LANTALA has increased significantly since its implementation in 2022, particularly for land title transfer services and PPAT-based applications. From Rogers’ Diffusion of Innovation perspective (2003), LANTALA can be understood as an innovation with strong relative advantages because it offers time efficiency, procedural certainty, and easier service access. However, public service innovation should not be evaluated solely through administrative acceleration or public satisfaction scores; it must also be critically examined in terms of organizational sustainability, bureaucratic adaptation, and equitable service distribution (Sjachrawy et al., 2025). Several studies have demonstrated that digital public services are often more accessible to groups possessing stronger educational, technological, and administrative capacities, thereby creating a digital divide in service access (Mozin et al., 2025). Preliminary findings in Surakarta indicate that most LANTALA users are PPATs and notaries, while participation among individual citizens remains relatively limited. In addition, fast digital services also create organizational risks because they require stable technological infrastructure, adaptive human resources, strong inter-unit coordination, and balanced workload management. Pahmi et al., (2025) emphasize that many e-government innovations fail not because of technological weakness, but because of poor organizational change management and weak digital risk mitigation strategies.

Previous studies on land service innovation in Indonesia have primarily focused on technical implementation, administrative effectiveness, and user satisfaction. Puspitasari & Widowati (2019), for example, examined the PERMATA program in Semarang by emphasizing online service quality, while Utha (2022) analyzed the effectiveness of the LARASITA mobile service in Kolaka Regency. Meanwhile, Istiqommah et al., (2023)

discussed the implementation of LANTALA in Surakarta but paid limited attention to innovation management, organizational risks, digital inclusiveness, and the sustainability of bureaucratic reform. Consequently, most previous studies remain descriptive and have not critically examined the multidimensional governance challenges of digital public service innovation. Based on these gaps, this study positions LANTALA not merely as a fast-service innovation but as a critical arena for evaluating digital land bureaucracy reform. This study integrates the perspectives of diffusion of innovation, collaborative governance, public value, and digital risk management to analyze how innovation is implemented, negotiated, and sustained within the context of Indonesian local bureaucracy. The novelty of this study lies in its effort to examine land service innovation not only from the perspective of administrative efficiency but also from the dimensions of service inclusiveness, organizational sustainability, digital risk, and public trust building. In line with Kim & Kim (2022), this study argues that sustainable public innovation requires the integration of technology, collaborative governance, and organizational capacity for managing change.

Based on this background, this study addresses three main research questions: (1) how is LANTALA innovation management implemented at the Surakarta City Land Office in supporting digital-based public service reform; (2) how do technical, organizational, and social challenges emerge in the implementation of fast digital services; and (3) how does LANTALA contribute to the development of fast, inclusive, and sustainable land services. Accordingly, this study aims to critically evaluate the implementation of LANTALA innovation management, identify the challenges and risks of digital land service implementation, and formulate strategic recommendations for strengthening innovation-based land bureaucracy reform in Indonesia.

METHOD

This study employed a qualitative research method with a case study design to gain an in-depth understanding of the implementation of innovation management in the *Layanan Tanpa Lama* (LANTALA) program at the Surakarta City Land Office. A qualitative approach was selected because the study aimed not only to examine service effectiveness from an administrative perspective, but also to explore user experiences, organizational dynamics, bureaucratic work culture, and user responses in the implementation of digital-based public service innovation.

The study was conducted at the Surakarta City Land Office, Central Java Province, which was purposively selected because it is considered one of the pioneering institutions in implementing fast digital-based land services through the LANTALA program. The study involved 15 informants consisting of structural officials, service implementation staff, digital system operators, Land Deed Officials (PPAT)/notaries, and community members utilizing the service. Informants were selected using purposive sampling techniques by considering their involvement, experience, and knowledge regarding the implementation of LANTALA (Patton, 2015). The number of informants was determined based on the principle of data saturation, in which repetitive information emerged and no significant new themes were identified.

Data were collected through in-depth interviews, observation, and documentation. Semi-structured interviews were conducted to obtain information regarding the innovation implementation process, organizational challenges, user experiences, risk management, and service sustainability strategies. Observations were carried out directly within the LANTALA service area to understand service flows, employee coordination patterns, the utilization of digital systems, and service dynamics in practice. Documentation was used to complement the data through analysis of Standard Operating Procedures (SOPs), official decrees, service evaluation reports, Community Satisfaction Index (IKM) data, complaint archives, and other supporting documents. In this study, the researcher acted as the primary instrument (human instrument), supported by interview guidelines, observation sheets, recording devices, and field notes.

Data validity was ensured through source triangulation, technique triangulation, and member checking. Source triangulation was conducted by comparing information obtained from different groups of informants, while technique triangulation involved comparing data from interviews, observations, and documentation. Member checking was performed by confirming preliminary interpretations with several key informants to ensure the accuracy of meanings and reduce interpretive bias. Data analysis employed thematic analysis as developed by Braun & Clarke (2006). The analysis process included data familiarization, open coding, categorization of codes into major themes, theme review, and the development of analytical narratives based on the relationship between empirical findings and the study's theoretical framework.

RESULTS

This study aimed to critically evaluate how the innovation management of Layanan Tanpa Lama (LANTALA) was implemented at the Surakarta City Land Office and how the innovation sought to challenge the long standing stigma of land services as slow, procedural, and uncertain. The findings were obtained through in-depth interviews with 12 informants, participatory observation in the service area, and analysis of various institutional documents, including service Standard Operating Procedures (SOPs), internal evaluation reports, and Community Satisfaction Index (IKM) data. Based on the thematic analysis process, five major themes were identified as shaping the dynamics of LANTALA implementation: (1) innovation planning based on institutional awareness, (2) the operationalization of fast digital based services, (3) user responses and experiences, (4) technical and managerial challenges in implementation, and (5) organizational sustainability and evaluation strategies.

The findings revealed that the emergence of LANTALA originated from institutional awareness regarding the strong negative public stigma toward land services. Nearly all informants stated that the main problems in land services prior to the implementation of LANTALA were uncertainty in service completion time and procedures perceived as overly complicated. Public complaints were reflected not only through direct grievances but also in internal organizational evaluations and public satisfaction surveys. Although the Community Satisfaction Index (IKM) of the Surakarta City Land Office was categorized as relatively good, organizational leaders believed that fundamental problems remained in terms of service speed and procedural certainty, which potentially undermined public trust in land institutions.

Based on interview results, the innovation planning process was carried out gradually through the identification of service related problems most frequently complained about by the public. An analysis of public complaints during the six months prior to the program launch indicated that land title transfer services were among the service categories with the highest complaint rates, particularly regarding lengthy processing times and limited certainty of information. One informant explained that people often did not object to service costs but felt frustrated by the uncertainty surrounding document completion times. This condition encouraged the office leadership to design a service model capable of providing more measurable time certainty.

The innovation planning process also demonstrated patterns of cross sectional internal collaboration within the Surakarta City Land Office. Based on observations and internal meeting documentation, the development of LANTALA involved the restructuring of service workflows, identification of bottlenecks causing delays, and integration of existing digital

systems through the LOKETKU application. This process was not merely administrative in nature but also reflected organizational efforts to establish a work culture that was more responsive to public needs. The innovation was subsequently formalized through the preparation of Standard Operating Procedures (SOPs) and the strengthening of legal legitimacy through an official decree issued by the Head of the Land Office.

Table 1. Main stages of the LANTALA innovation planning process

Planning Stage	Main Activities
Problem Identification	Analysis of public complaints and Community Satisfaction Index (IKM) survey results
Goal Formulation	Reduction of service processing time and improvement of public trust
Operational Planning	Integration of LOKETKU, preparation of SOPs, and implementation decree
Initial Pilot Testing	Limited service simulations for selected service categories

The official implementation of LANTALA began in March 2022 with service operations limited to two working days each week, namely Tuesdays and Thursdays. According to interviews with service staff, the limitation of operational days was intended as an organizational adaptation strategy during the early phase of implementation. The organization considered that accelerated service delivery required adjustments in internal work patterns and more intensive coordination compared to regular services. In practice, LANTALA enabled certain land title transfer services to be completed within one hour through stages of online registration, digital document verification, submission of physical documents, and issuance of service products.

Observational findings indicated that the implementation of LANTALA brought significant changes to the work patterns of land services. Service workflows that had previously been lengthy and fragmented were simplified into a more integrated system. Each work unit was assigned more measurable responsibilities, and an internal tracking system was used to monitor service progress in real time. Front office officers were responsible for the initial verification of digital documents, while the land rights and technical sections worked simultaneously to accelerate document validation processes. Coordination among units also became more intensive compared to regular service patterns because the extremely short completion target required rapid responses from all organizational divisions.

Nevertheless, the findings also revealed that the one hour service target could not always be consistently achieved. According to interviews with service officers, the most common obstacles occurred when uploaded documents were incomplete or did not comply with the required format. These problems were found more frequently among individual users than among institutional users such as PPATs or notaries. In addition, several informants stated that

the stability of the digital system remained a serious issue, particularly when internet connection disruptions occurred or when application servers experienced overload due to high user traffic. Such situations caused digital queues and delayed service verification processes.

User responses to the implementation of LANTALA generally indicated positive tendencies. Based on internal survey data involving 30 service users, 83% of respondents stated that they were highly satisfied with service speed, while 76% considered the service procedures simpler than those of regular services. Fast service completion became the most appreciated aspect because it provided time certainty that had previously been difficult to obtain in conventional land administration services. Most users also believed that the existence of fast services helped reduce indirect costs such as waiting time and administrative mobility expenses.

However, the study also found disparities in the profile of service users. The data indicated that most LANTALA users came from PPAT or notary groups who were already familiar with digital service systems and possessed adequate administrative capabilities. Meanwhile, participation from individual citizens remained relatively low. This condition suggests that digital service accessibility has not yet been evenly distributed and is still influenced by users' technological abilities and administrative literacy.

Table 2. Distribution of LANTALA service users

User Category	Percentage
PPAT/Notaries	68%
Individual Citizens	32%

Interviews with community users revealed that some individual users experienced difficulties in understanding online registration procedures and the process of uploading digital documents. Several informants admitted that they still required assistance from other parties to access the services optimally. In addition, it was found that some members of the public were still unaware of the existence of the LANTALA program because service socialization efforts had primarily targeted institutional users rather than the broader community. These findings indicate that digital transformation in public services has not been fully accompanied by digital literacy strategies and equitable dissemination of information access.

Apart from accessibility issues, the implementation of LANTALA also faced complex technical and managerial challenges. From a technical perspective, the stability of the LOKETKU application became the main challenge in maintaining the consistency of fast services. Several staff members mentioned that system disruptions frequently occurred when uploaded document sizes were excessively large or when network connections became

unstable. This condition not only hindered service processes but also had the potential to reduce the credibility of the innovation in the eyes of the public because fast services were highly dependent on digital system stability.

From a managerial perspective, accelerated services created additional work pressure for implementing staff, particularly within technical units such as land rights determination and surveying sections. Workloads increased because service completion targets were significantly shorter than those of regular services, while the number of personnel did not experience substantial increases. Several informants stated that accelerated services required higher levels of concentration and coordination to avoid administrative errors and service delays. Furthermore, the study found that no specific incentive scheme had yet been established for employees involved in fast service operations, despite the relatively higher work demands compared to regular services. This condition has the potential to affect employee motivation and organizational performance sustainability if not managed institutionally.

The findings also demonstrated that the Surakarta City Land Office sought to maintain innovation sustainability through internal evaluations and organizational capacity strengthening. Based on quarterly evaluation documents, the organization routinely discussed technical obstacles, workload distribution, and service development strategies. One strategy currently being developed involves strengthening human resource capacity through technical training in digital system utilization and more efficient task distribution. The organization has also enhanced its information technology infrastructure to improve server stability and accelerate online service access.

In addition, there are plans to expand service operations by increasing LANTALA operational days from two to three working days per week. This policy remains under evaluation due to considerations regarding human resource capacity and the readiness of supporting service systems. At the same time, the organization has begun preparing broader socialization strategies involving village administrations, PPATs, and public information media so that individual citizens may more easily access the services. These efforts demonstrate organizational awareness that the success of service innovation is determined not only by administrative speed but also by the organization's ability to develop inclusive and sustainable services.

Although internal evaluations have been conducted regularly, the study found that community involvement in the service evaluation process remained relatively limited. User feedback mechanisms were still largely administrative in nature through customer satisfaction surveys and had not yet evolved into participatory forums capable of capturing user experiences

more comprehensively. As a result, organizational evaluations risk becoming more oriented toward administrative indicators rather than substantive understandings of community experiences in accessing digital land services.

Overall, the findings indicate that LANTALA represents a public service innovation with considerable potential to accelerate land bureaucracy reform at the local level. The innovation has succeeded in creating significant improvements in service efficiency and administrative time certainty. Nevertheless, the sustainability of the innovation continues to face serious challenges related to technological stability, organizational capacity, equitable digital access, and the sustainability of bureaucratic work culture. These findings demonstrate that digital based public service innovation cannot rely solely on procedural acceleration but also requires institutional strengthening, inclusiveness strategies, and continuous organizational change management.

DISCUSSION

The findings of this study indicate that the emergence of the LANTALA innovation cannot be separated from the crisis of public trust in land administration services, which for many years have been perceived as slow, uncertain, and highly procedural. This condition is consistent with the findings of the Ombudsman of the Republic of Indonesia (2023), which identified time certainty and procedural transparency as the two primary sources of public complaints in administrative public services. In the context of land bureaucracy, uncertainty in service completion is not merely an administrative issue, but is also closely related to citizens' sense of legal security regarding land ownership. Therefore, the decision of the Surakarta City Land Office to develop LANTALA can be understood as an institutional response to public pressure and demands for fast service oriented bureaucratic reform. This finding reinforces Taylor's (2018) argument that public sector innovation often emerges from a combination of public legitimacy pressures and organizational needs to maintain public trust.

The results also demonstrate that the innovation planning process was conducted through the identification of service related problems and the evaluation of recurring public complaints. This approach reflects a paradigm shift in bureaucracy from merely implementing administrative procedures toward a service model that is more responsive to user experiences. From the perspective of public service innovation, effective innovation originates from an organization's ability to understand the real needs of society rather than merely pursuing formalistic digitalization (Osborne et al., 2021). The integration of the LOKETKU system, simplification of service workflows, and formulation of fast service Standard Operating

Procedures (SOPs) indicate that LANTALA is not solely a technological innovation, but also a form of bureaucratic work process reorganization. This finding is relevant to the study by Tangi et al., (2021), which emphasizes that digital transformation in the public sector will only be effective when accompanied by organizational process redesign and changes in internal coordination patterns.

Cross sectional collaboration in the formulation and implementation of LANTALA also reflects efforts to establish collaborative governance within the land administration bureaucracy. Sørensen & Torfing (2021) explain that sustainable public innovation heavily depends on an organization's ability to build horizontal collaboration among work units and create adaptive coordination spaces. In this study, inter unit coordination was evident through the restructuring of service workflows, more measurable task distribution, and the use of real time internal tracking systems. These conditions demonstrate that accelerated service delivery cannot be achieved solely through technological utilization, but requires simultaneous organizational integration. Therefore, the initial success of LANTALA is more appropriately understood as the result of a combination of digital innovation and the restructuring of internal bureaucratic governance.

The implementation of digitally based fast services in this study indicates a transformation from conventional administrative bureaucracy toward a more flexible and measurable service model. Observational findings reveal that the service system became more concise, integrated, and capable of reducing the previously lengthy bureaucratic chain. These findings support the study by Santos & Pessoa (2024), which states that public service digitalization can improve organizational efficiency when it successfully reduces procedural fragmentation and accelerates information flow between organizational units. In the context of LANTALA, the use of online services through the LOKETKU application succeeded in creating service time certainty, which had previously been a major source of public dissatisfaction with land administration services.

Nevertheless, this study also found that service acceleration has not been consistently achieved due to technical and administrative constraints. The high dependence on digital system stability makes the service vulnerable to disruption during server overloads, unstable internet connections, or user errors in uploading documents. These findings are consistent with the study of Wessiani et al., (2025), which emphasizes that the success of digital government is strongly influenced by the quality of technological infrastructure and the readiness of organizational support systems. In developing countries, bureaucratic digital transformation often faces a paradox: on the one hand, digitalization promises efficiency, but on the other

hand, it creates new dependencies on technologies that are not yet fully stable. Therefore, the success of digital service innovation cannot be measured solely by service speed, but also by the organization's ability to maintain system reliability sustainably.

From the users' perspective, this study demonstrates that LANTALA has successfully increased public satisfaction, particularly in terms of time certainty and procedural simplification. The assurance that services can be completed within a short period provides a new experience for users who were previously accustomed to lengthy and uncertain land administration processes. This finding strengthens Fahmi's (2025) argument that speed and service predictability are key dimensions in building public trust in government digital services. In addition, users also experienced reductions in indirect costs such as waiting time, mobility expenses, and administrative uncertainty, which had long represented hidden burdens within bureaucratic services.

However, this study also identified significant disparities in user access. The dominance of users from the PPAT or notary sectors indicates that digital innovation is more easily utilized by groups possessing stronger administrative capabilities, technological resources, and bureaucratic experience. Meanwhile, individual citizens continue to face difficulties in understanding digital procedures and uploading service documents. This condition reflects symptoms of a digital divide in the implementation of public service innovation. According to the United Nations E-Government Survey (2024), disparities in digital literacy remain one of the primary challenges in digital bureaucratic reform in developing countries, as vulnerable social groups tend to encounter barriers in accessing technology based services. In the context of this study, digital transformation has not been fully accompanied by user empowerment strategies, thereby creating the potential for new forms of administrative exclusion.

The finding regarding the low participation of individual citizens also demonstrates that the success of public service innovation cannot be measured solely through technical achievements and formal user satisfaction indicators. Innovations predominantly utilized by professional groups risk creating inequalities in service access and narrowing the meaning of inclusive bureaucratic reform. This finding aligns with Lindquist's (2022) criticism that bureaucratic digitalization often produces "efficiency for the capable" when governments fail to ensure equal access and literacy for all segments of society. Therefore, the success of LANTALA must be understood more critically, not merely as an administrative achievement, but also as a transitional process toward socially inclusive public services.

This study further reveals that the challenges in implementing LANTALA stem not only from technological factors, but also from managerial issues and organizational capacity limitations. The target of completing services within a short time frame creates higher work pressure for employees, particularly within technical units responsible for document validation and verification. Increased workloads without corresponding personnel expansion or special incentive schemes may potentially lead to organizational fatigue and declining service quality in the long term. These findings support the OECD's (2021) assertion that digital transformation in the public sector requires organizational change management support, including workload redistribution, human resource capacity strengthening, and adaptive reward systems aligned with new work demands.

In addition, the suboptimal participatory evaluation system indicates that the innovation evaluation process remains predominantly internally oriented within the bureaucracy. Service evaluations are largely conducted through administrative satisfaction surveys and have not evolved into participatory dialogue mechanisms capable of capturing citizens' experiences more comprehensively. According to Harmawan & Ilman (2025), sustainable public service innovation requires co-production between public organizations and service users so that evaluation processes become more than symbolic administrative exercises and instead function as genuine foundations for organizational learning. In the context of LANTALA, public involvement in evaluation remains limited, creating the risk that the organization may prioritize maintaining administrative performance indicators over understanding the substantive social needs of service users.

Efforts to strengthen organizational capacity through human resource training, digital infrastructure enhancement, and service expansion plans indicate bureaucratic awareness regarding the importance of innovation sustainability. These strategies reflect the understanding that public service innovation is not a short term program, but rather a continuous organizational transformation process requiring ongoing adaptation. According to Widodo et al., (2022), the sustainability of public sector innovation is strongly influenced by an organization's ability to develop a learning organization that remains open to evaluation, system improvement, and changing societal needs. In this study, quarterly evaluation practices and strengthened internal coordination demonstrate the existence of organizational learning processes, although broader user involvement remains necessary.

Overall, the findings of this study confirm that LANTALA represents a form of land administration bureaucratic innovation that has successfully accelerated service delivery and improved administrative certainty. Nevertheless, these achievements continue to face serious

challenges related to technological stability, institutional capacity, public digital literacy, and the sustainability of organizational work culture. These findings indicate that digitally based bureaucratic reform should not focus solely on accelerating service procedures, but must also be accompanied by stronger organizational governance, social inclusivity strategies, and sustainable bureaucratic change management. Therefore, public service innovation in the land administration sector should be positioned not merely as an administrative digitalization project, but as a broader process of institutional transformation aimed at building public services that are more equitable, responsive, and trusted by society.

The findings of this study also have important theoretical and practical implications. Theoretically, this study enriches the discourse on public sector innovation by demonstrating that the success of digital innovation is strongly influenced not only by technological adoption, but also by organizational adaptability, collaborative governance, and the capacity to manage digital risks and social inclusiveness. Practically, the study implies that the replication of digital land service innovations in other regions requires comprehensive institutional readiness, including the strengthening of digital infrastructure, human resource capacity, public digital literacy, and participatory evaluation mechanisms. In addition, policymakers within ATR/BPN and local governments need to develop more inclusive digital service strategies to ensure that bureaucratic reform benefits not only professional users, but also broader segments of society.

CONCLUSION

This study aimed to critically evaluate the implementation of innovation management in the Layanan Tanpa Lama (LANTALA) program at the Surakarta City Land Office and to examine how the innovation has attempted to overcome the long standing stigma of land administration services as slow, bureaucratic, and lacking service certainty. The findings indicate that LANTALA has successfully driven significant improvements in service efficiency through the simplification of workflows, acceleration of service completion times, and strengthening of internally coordinated digital systems. The innovation demonstrates that public service transformation in the land administration sector is not determined solely by technological digitalization, but also by the organization's ability to establish adaptive, responsive, and integrated service governance.

Nevertheless, this study also reveals that the success of service innovation has not been fully accompanied by equitable access and strengthened user capacity. The dominance of service utilization by PPATs and notaries indicates that the benefits of digital innovation remain more accessible to groups possessing stronger administrative capabilities and

technological literacy. Meanwhile, individual citizens continue to face difficulties in understanding digital service procedures, uploading documents, and obtaining adequate information regarding the existence of the LANTALA program. These findings confirm that digitally based public service innovation may create new forms of exclusion if not accompanied by inclusivity strategies, strengthened digital literacy, and equitable expansion of access to information.

This study further found that the challenges faced in implementing LANTALA are not merely technical in nature, but also managerial and organizational. Digital system instability, increased employee workloads, limited human resources, and the suboptimal implementation of participatory evaluation mechanisms are among the factors affecting the sustainability of the innovation. Therefore, public service innovation should not be understood merely as procedural acceleration, but rather as a process of organizational transformation that requires stronger work culture, risk management, technological infrastructure support, and adaptive bureaucratic leadership.

From a theoretical perspective, this study reinforces Rogers' diffusion of innovation theory, which argues that successful innovation adoption is influenced by perceptions of ease of use, relative advantage, and compatibility with user needs. However, this research also demonstrates that innovation diffusion within the public sector does not occur automatically, as it is strongly influenced by institutional capacity, patterns of inter actor collaboration, and the bureaucracy's ability to manage organizational change. Consequently, the findings expand the discourse on public service innovation management by positioning inclusivity, risk management, and collaborative governance as essential elements in the success of digitally based bureaucratic reform.

Practically, this study implies that the replication of LANTALA in other regions requires more comprehensive preparedness, not only in terms of information technology infrastructure, but also regarding human resource readiness, public outreach design, and service user assistance mechanisms. Local governments and the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN) need to strengthen public digital literacy strategies, expand public communication channels, and establish more participatory service evaluation systems so that service innovations can genuinely enhance public trust in land administration bureaucracy.

This study has several limitations, as it focuses on a single research location and therefore cannot fully represent the broader dynamics of land administration service innovation implementation at the national level. In addition, the study has not comprehensively explored

organizational culture, bureaucratic resistance, and the experiences of vulnerable groups in accessing digital services. Therefore, future studies are recommended to adopt comparative cross regional approaches, involve more diverse groups of service users, and integrate analyses of organizational culture and bureaucratic digital transformation readiness. In this way, the development of public service innovation in the land administration sector can move beyond merely accelerating administrative procedures toward the creation of a more inclusive, equitable, and sustainable bureaucracy.

RECOMMENDATIONS

Based on the findings of this study, several strategic recommendations can be proposed to strengthen the sustainability and inclusiveness of the LANTALA innovation program. First, the Surakarta City Land Office and the Ministry of ATR/BPN need to strengthen digital infrastructure reliability, particularly regarding server capacity, network stability, and system integration, in order to ensure consistent fast service performance. Second, public digital literacy programs should be expanded through broader socialization, community assistance mechanisms, and user friendly service guidelines so that individual citizens can access digital land services more independently and equitably.

Third, organizational capacity strengthening is essential through continuous technical training, workload redistribution, and the development of adaptive incentive mechanisms for employees involved in fast service operations. Fourth, participatory evaluation mechanisms should be improved by involving service users, local communities, PPATs, and civil society organizations in feedback and policy improvement processes. Finally, the replication of LANTALA in other regions should consider institutional readiness, local socio digital conditions, and organizational culture to ensure that digital bureaucratic reform not only accelerates administrative services but also promotes inclusive, sustainable, and citizen oriented public service governance.

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