

The Implementation of a Complete Systematic Land Registration Program in Kebumen Regency, Indonesia

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DOI: <https://doi.org/10.52403/ijrr.20220910>

ABSTRACT

Implementation of land policies continues to encounter several barriers; thus, the community continues to experience many land conflicts. This study aims to identify and analyze aspects of communication, resources, disposition, and bureaucratic structure in relation to the success of implementing the complete systematic land registration program in Kebumen Regency. This study was undertaken in the Kebumen Regency setting and employed qualitative methodology. Through interviews, observation, and documentation, data was collected. Using the approach of interactive model analysis and the triangulation procedure, the validity of the data was determined. The findings of the research indicate that the communication element, comprising the publishing mechanism, coordination system, and information dissemination, has been operating effectively. First, the lack of human resources as a driving team; second, the mutually agreed-upon self-financing is considered too costly for such individuals; and third, the government subsidies offered by the Kebumen Regency are insufficient. Such factors include things such as aspects of the disposition and organization of personnel. The regions with a high degree of complete systematic land registration programs that can be mobilized independently in areas that manage them have a low district government's commitment and involvement in setting the budget for complete systematic land registration, an adjudication committee that does not meet the structure, and a lack of support from the village government to mobilize

community participation. The complete systematic land registration committee creation at the village level did not even go as well as it should have in terms of the people who did the work.

Keywords: Bureaucratic Structure, Communication, Disposition, Implementation, Land Policy, Resources

INTRODUCTION

The agrarian problems in Indonesia are inextricably linked to the government's land registration policy. Overlapping land rights and management rights; the structure of land control, both vertically and horizontally; laws and regulations related to management rights and land rights; practices in obtaining land rights; land management, and land rights are all factors that contribute to conflicts in the land sector in Indonesia. As a result, there have been lawsuits against land rights and management rights in the past and the current reform era; dualism of authority (central-regional) regarding land affairs; and a lack of clarity regarding the position of customary rights and customary law communities in the agrarian legislation system (Ministry of ATR/BPN, 2018).

In order to address these obstacles, the government, via the Ministry of ATR/BPN, has established a National Priority Program in the form of the Acceleration of Complete Systematic Land Registration, which is

projected to result in actual progress for Indonesia. The complete systematic land registration program has been running since 2017 and will continue until 2025. Its goal is to register or certify all Indonesian land parcels and make it easier for local governments to manage their regions.

Observing how the complete systematic land registration program in Kebumen Regency is run from 2018 to 2020 reveals gaps in the program implementation goals, notably the attainment of suboptimal implementation. The attainment of land parcel certificates tends to decline from the previous year, which may be attributed to the variables influencing implementation success. The attainment of complete systematic land registration in some villages remains below expectations, particularly in Gondanglegi Village, Ambal Sub-District, which has the lowest achievement of complete systematic land registration in Kebumen Regency, at 34.10%. Only 824 of the 2,416 land parcels that were reported in the settlement were realized, which led to land rights certificates (BPN Kebumen, 2020).

Policy implementation is a step of public policy that occurs between policy formulation and policy consequences for the people affected. According to Edwards III (1980), policymakers' decisions will not be appropriately adopted unless they are implemented successfully. A policy's success is influenced by four factors that influence the implementation process: communication, resources; bureaucratic or executor attitude; and organizational structure, including bureaucratic workflow. Several studies of policy implementation, notably Edward III's theory, describe the factors that influence policy implementation, such as communication factors, resources, disposition, and bureaucratic structure. Among these are the findings of Tarigan's (2013) research, which found that policy implementation is affected by various supportive factors,

In terms of the determinants of successful implementation, the findings from the

identification of several factors in the implementation of the complete systematic land registration program in Kebumen Regency that might be impediments to the program's implementation include: First, the communication component revealed a lack of socialization and community involvement, and what happened is the number of land registration fees remains unclear, even though the rules are based on a collective agreement of the three Ministers.

LITERATURE REVIEW

According to Murrad (2017), the land policy is a government-established policy that regulates the legal connection between land and people. Supriyadi states that land administration is the organization of rights over land tenure. This includes land rights that can be held by an individual, given to an individual, or owned by more than one person. Legal bodies can manage land rights.

Several studies on the implementation of land rights policies using the parameters of the legal substance of land regulations and laws, as well as the impact of successful policy implementation on the recognition of ownership of land rights from a socioeconomic perspective and legal protection,

According to Nugroho (2016), policy implementation is, in principle, a way for a policy to achieve its objectives. There are two ways to put public policy into action: directly through a program or indirectly through the creation of derivative policies or derivatives of these policies.

Furthermore, according to the top-down policy implementation model of Edward III (1980), policy implementation is critical for public administration and public policy. It was also emphasized that without effective implementation decisions from policymakers, policies would fail. Knowing and being able to conclude that policy implementation is critical in public policy, where policy implementation is the implementation stage of a policy that

determines the success of public policy itself.

Edward (1980) has proposed criteria that assist policy implementation in policy implementation, notably:

1) Communication

The policy communication process addresses three critical issues: transmission, clarity, and consistency. Transmission is the first aspect that supports policy implementation. An authority tasked with enforcing a decision must be aware that one has been taken and an order for its implementation has been issued. The second aspect that supports policy implementation is clarity, which means that policy implementation instructions must be accepted by policy implementers and clearly communicated. The third aspect that helps policy implementation is consistency, which means that if policy implementation is to be successful, the implementation directives must be consistent and unambiguous.

2) Resource

Essential resources that aid policy implementation include: appropriate people with the necessary abilities to carry out their duties; and powers and facilities to aid in delivering public services.

3) Tendencies or behaviors

The implementers' inclinations have significant implications for successful policy implementation. Suppose the implementers are good at a particular policy, which in this instance implies there is support. In that case, they are more likely to carry out the policy as the initial decision makers intended.

4) Bureaucratic structure

Even as a whole, as a policy implementer, bureaucracy is one of the most frequented bodies, both in government structures and private organizations.

The four factors that determine the success of the implementation are related, as illustrated in the chart below.

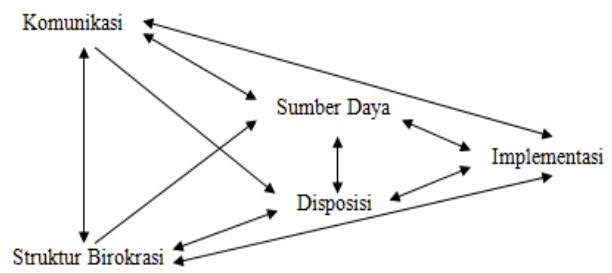


Figure 1. Implementation of the Edward III Model (Edward C George, 1980)

This study focuses on the implementation model that adopts the concept of public policy implementation. The Edward III model examines based on demographic and geographic characteristics of the region as well as the success of implementation with the parameters of factors that influence the success of implementation, including aspects of communication, resources, disposition, and bureaucratic structure that have complete linkages. Measurement measures aspects of the success of policy implementation by assessing the sub-aspects of man, money, machine, method, and materials. Following the current achievements of the implementation of complete systematic land registration in Kebumen Regency, which needs to be reviewed, the research framework is formulated as follows:

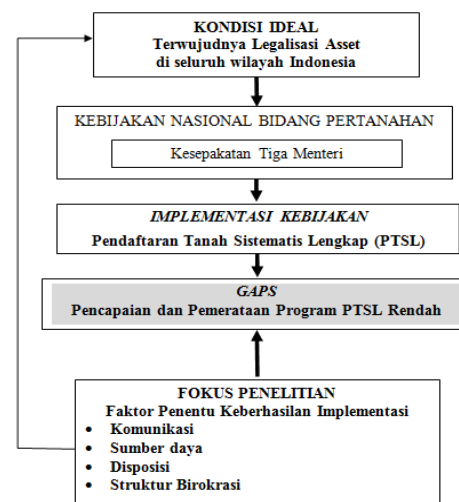


Figure 2: Research Framework

RESEARCH METHODS

This research takes a qualitative approach. The comparative technique compares the similarities and differences of two or more

facts and characteristics of the object under investigation using a specific framework of thought. Researchers may use the comparative technique to get basic answers regarding cause and effect by evaluating the causative elements or the occurrence of a specific phenomenon.

This study was conducted in Kebumen Regency, and it was divided into two regions depending on the level of participation or community participation in supporting the achievement of the complete systematic land registration program, particularly in Sempor Sub-District, which was conducted in Somagede village. In-depth interviews, observation, and documentation are some of the data collection approaches utilized by researchers.

Data analysis arranges a stream of data into a pattern, category, and basic description. The Interactive Model will be used for data analysis in this research, with Data Credibility Testing done through Triangulation, which means examining data from diverse sources and approaches.

RESULTS AND DISCUSSION

Land registration is an essential and fundamental activity in land management. Under Article 19, paragraph (1) stipulates that land registration is held throughout the territory of the Republic to ensure legal certainty by the government. For this reason, some provisions and policies related to land registration have been issued, but there are still many problems with land registration. The Basic Agrarian Law (UUPA) mandates that all land be registered to ensure legal certainty over land.

According to Indiahono (2009:143), policy implementation is carrying out policies in the real realm, both by government organs and the parties specified in the policy. The policy implementation is usually referred to as the implementor and the target group.

Land Registration is a continuous and regular series of activities carried out by the government, including the collection, processing, bookkeeping, and presentation

and maintenance of physical and juridical data in the form of maps and lists, concerning land parcels and apartment units, including the provision of proof of rights for parcels of land that already have rights, and ownership rights to flat units as well as certain rights that encumber them. For the first time, complete systematic land registration is a land registration activity carried out concurrently for all land registration objects across the Republic of Indonesia's territory in one village area or other names at the same level.

Complete Systematic Land Registration Achievement

This study examines the implementation achievements and the factors that determine the successful implementation of the complete systematic land registration program concerning the achievement of the objectives of the complete systematic land registration program, which includes asset reform and reform of access to legal proof of land ownership to achieve community welfare. Edward III's implementation model examines the implementation success factors, which include aspects of communication, resources, disposition, and bureaucratic structure. In measuring aspects of the success of policy implementation by assessing the sub-aspects of man, money, machine, method, and materials. In detail, the research findings explain that implementing complete systematic land registration in Kebumen Regency has not achieved the program targets optimally. Some of the target areas for complete systematized land registration face obstacles in the form of the function of the adjudication committee and the village-level registration committee still not being able to invite the community to participate in the registration of uncertified land parcels. While in terms of timeliness, it is also not achieved because many data errors still cause printed certificates to be repaired and reprinted.

This research finding is consistent with the findings of the Yofita Sari Jumiati study

(2019), which explains that the implementation of the complete systematic land registration program in the City of Padang still requires improvements, such as in terms of time and energy efficiency, adequacy aspects that have not yielded maximum results after two years of implementation. Considering the manner in which the community, mainly traditional stakeholders, has failed to respond.

Communication aspect

Communication aspects that include transmission, clarity, and consistency are supporting factors determining the success of the complete systematic land registration program in Kebumen Regency. The communication aspect, starting from the early stages of implementation, has been running effectively. The publication mechanism, the coordination system, and information disclosure have been well fulfilled. However, some of the community owners of land parcels whose acquisitions have the status of inherited land cannot fulfill administrative requirements because they are outside the city.

Consistency in delivering the provisions stipulated in the complete systematic land registration program, including fees, administration, and sanctions if necessary. Provisions in the complete systematic land registration activity have been regulated based on the technical instructions for implementing complete systematic land registration as a guideline for carrying it out. Other rules for financing complete systematic land registration activities have been agreed upon between the village committee, village government, and land owners and are regulated in local authority regulations where there is a maximum limit of fees allowed for Complete Systematic Pre-Registration activities such as the manufacture and installation of boundary markers, purchase of stamps, and other agreed costs. If it exceeds the agreed cost and violates the provisions in the regent's regulation, the complete systematic land registration committee (BPN Team) gives a

warning. It prohibits the committee from exceeding the agreement. Implementing a complete systematic land registration includes extension activities, data collection, proof of rights, announcement, ratification, and certificate issuance. Extension activities are carried out in the village by extension officers from the Kebumen Regency Land Office.

Data collection activities include physical data collection in the form of measurement and mapping of land parcels carried out by the physical task force and juridical data collection in the form of collecting evidence of land ownership carried out by the juridical task force. After collecting data, the activities that need to be carried out are proof of rights by conducting juridical data research first carried out by the adjudication committee. Then the proof of rights results is posted at the village office within 14 days, where interested parties can file objections regarding the contents of the announcement. The last activity is issuing land certificates, which are then handed over to the right holders or their proxies.

One of the facts related to the communication aspect of the implementation of the complete systematic land registration was that on Thursday, November 19, 2020, the Socialization and Coordination of the complete systematic land registration Plan 2021 for the Kebumen Regency area was carried out in the Jatijajar Meeting Room, Kebumen Regent's Office Complex. The event was held by the Kebumen Land Office and started at 13.30 WIB. The socialization activity was attended by the Camat and Village Heads who will take part in the complete systematic land registration program in 2021, representing 25 villages participating in this program, which are divided into ten sub-districts in Kebumen Regency:

- Ambal sub-district (2 Villages)
- Buayan sub-district (6 Villages)
- Buluspesantren sub-district (1 Village)
- Klirong sub-district (1 Village)
- Kutowinangun sub-district (1 Village)
- Kuwarasan sub-district (1 Village)

- Mirit sub-district (2 Villages)
- Puring sub-district (4 Villages)
- Rowokele sub-district (3 Villages)
- Sempor sub-district (4 Villages)

The guarantee of delivery of information on the implementation of the complete systematic land registration by community members and program implementing officers is an effort by the Kebumen ATR/BPN office to carry out a series of socializations both at the Regency level and at the village and output levels. The socialization conveys the material that must be met in preparation for the program's implementation, the collection of physical and juridical data, and the financial that each applicant must prepare.

The counseling, as referred to in Regent Regulation Number 18 of 2020, is carried out by providing at least an explanation regarding:

1. The benefits of complete systematic land registration implementation for the community, government, and state;
2. complete systematic land registration stages and mechanisms
3. The determination and installation of boundary markings for each parcel of land;
4. Jurisdictional documents that need to be prepared;
5. The schedule for measuring land parcels and collecting juridical data by the Physical Task Force and Juridical Task Force;
6. The end result of thorough systematic land registration;
7. Financing provided by the government and/or other legitimate sources through complete systematic land registration activities;
8. There are legal consequences that occur if the obligations and responsibilities referred to in letters c and d above are not fulfilled;
9. The right to object to the adjudication results announced during the announcement period.

10. The costs and/or taxes that participants in complete systematic land registration will bear

The findings of this study support Rahmat's (2015) findings that communication has a positive influence on policy implementation. This suggests that communication is critical to policy implementation because it allows policies to be properly socialized and implemented. The order to implement the policy is communicated to the necessary individuals clearly and consistently via communication, and the message must be accurate and consistent. The findings of this study also corroborate with previous research by Ariyani, Hakim, and Noor (2014), which found a positive relationship between communication and program implementation success.

Resource Aspect

The resource aspect tends to be an inhibiting factor in determining the success of the complete systematic land registration program in Kebumen Regency. The resource aspect is an obstacle to achieving the complete systematic land registration program. Firstly, the lack of implementation of human resources at ATR/BPN as a driving team that must reach all sub-districts. Secondly, self-supporting financing borne by each owner of the land parcel is a factor inhibiting program achievement. Complete systematic land registration because the cost mutually agreed upon through the community deliberation forum was deemed too high for some people, while the Kebumen Regency government's subsidy was insufficient.

The parties involved in the complete systematic land registration program are employees of the Kebumen BPN Office, which includes all ASN and PPNPN, village committees, village governments, and land owners. Adequate Human Resources following the qualifications and skills that must be met. For PPNPN, it is available because IT skills also support it because of

the Application-based complete systematic land registration activity, in addition to being capable and ready to work outside working hours. While ASN is decreasing yearly, many are old and even entering retirement age.

To optimize HR support internally, the BPN Office tries synergizing between technical (physical) human resources and juridical human resources. The efforts made for the work to be achieved optimally are also to establish good cooperation between ASN and PPNPN, where ASN collects juridical matters and PPNPN is mostly in control of its application (IT). Furthermore, the financing aspect of the complete systematic land registration program is known. Sources of funding for complete systematic land registration can come from the Ministry's Budget Program list, Provincial, Regency/City Regional Revenue, and Expenditure Budgets, Corporate Social Responsibility (CSR), Business Entities, State-Owned/Regional-Owned Enterprises, private legal entities, and public funds through Mass Self-Help Certificates following the provisions of laws and regulations. However, in the implementation of complete systematic land registration in Kebumen Regency, which is based on Kebumen Regency Regent Regulation Number 8 of 2020, which is based on and takes into account the geographical conditions in the implementation area of the complete systematic land registration program. Article 6 explains the total cost required to prepare for implementing activities at most IDR 150,000.00 per applicant. Suppose there is a shortage of preparation costs for the implementation of activities. In that case, they can be added according to the agreement of the applicant community meeting, provided that the total cost charged to the applicant community is a maximum of IDR 300,000. That is managed by the Implementation Committee for Complete Systematic Land Registration.

The Head of the Land Office prepares to implement complete systematic land registration activities by preparing facilities

and infrastructure for implementing complete systematic land registration activities, human resources, transportation needs, coordination with other government officials, and budget locations. As a follow-up to the Joint Decree of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency, Minister of Home Affairs, Minister of Villages, Development of Disadvantaged Regions and Transmigration Number: 25/SKB/V/2017, Number: 590-3167A of 2017, Number: 34/2017 concerning Funding for the Preparation of Systematic Land Registration, in the context of implementing the acceleration of land registration in Kebumen Regency,

This study's results align with the findings of the research conducted by Khasanah Nur et al. (2018), which states that resources have a weak and insignificant influence on the implementation of PKH policies.

Aspect of Disposition

It has become a decisive supporting factor in the success of the complete systematic land registration program in Kebumen Regency. Aspects of disposition and bureaucratic structure support implementing the complete systematic land registration program. This can be seen in areas where the achievement of the complete systematic land registration program is high because it can mobilize activities independently, while in areas where the achievement is low due to the lack of commitment and involvement of the district government in the realization of budget allocation for complete systematic land registration, the establishment of an adjudication committee that does not meet the structure and low support from the village government to mobilize community participation, thereby reducing the motivation of BPN technical officers to implement the complete systematic land registration program.

The certificate is issued without changing the land book, signed by the Adjudication Committee systematic land registration for complete land parcels that meet the

requirements to be issued a certificate. The juridical data included in the certificate includes restrictions, including restrictions on the transfer of rights, restrictions on the use of land regarding coastlines, or other restrictions. Documents of evidence of old rights which are the basis for bookkeeping, are crossed out with ink without causing the existing writings or marks to be unreadable or stamped in the form of a stamp or writing stating that the document has been used for bookkeeping of rights before being stored as a document. The Head of the Land Office, also the Chairperson of the Adjudication Committee for complete systematic land registration, asks the Chairperson of the Adjudication Committee for complete systematic land registration to sign the certificate of land rights.

Internal constraints are constraints from within the committee that can hinder performance and coordination in carrying out complete systematic land registration activities in the implementation of complete systematic land registration activities in Gondanglegi Village, namely the difficulty in finding the history of land ownership and land data that is still duplicated. Meanwhile, external constraints are constraints originating from outside the complete systematic land registration committee that have an impact on the delay in the implementation of complete systematic land registration activities in Gondanglegi Village, namely, first, the community factor that does not understand the functions and uses of land certificates, and secondly, the geographical conditions of the Gondanglegi Village area. This is different from the achievement in the village of Somagede, Sempor sub-district. The committee can support performance and coordination in carrying out complete systematic land registration activities in the implementation of complete systematic land registration activities in Somagede Village, namely, residents have prepared physical and juridical data, which includes a history of land ownership and land data that is still duplicate. Meanwhile, external support is a

support that comes from outside the complete systematic land registration committee, which has an impact on achieving complete systematic land registration exceeding the set quota. The implementation of complete systematic land registration activities in Somagede Village in the implementation of complete systematic land registration activities, namely first, the community factor that already understands the functions and uses of land certificates, especially for people who want to use certificates to access capital from financial institutions, and second, the geographical conditions of the area around Somagede Village, where most of the land parcels were certified, were accepted by financial institutions as collateral.

In addition to obstacles that hinder the implementation of complete systematic land registration activities, some obstacles hinder the fulfillment of community rights as citizens to obtain land certificates. The community has not yet received the land certificate. Land certificates cannot be distributed to the community because, for the first reason, they are still waiting for instructions from the center and momentum. After all, in other areas, the distribution of land certificates is attended by the President. Second, the Land Office does not have the authority to distribute land certificates to the community.

Aspects of Bureaucratic Structure

The aspect of the bureaucratic structure is a supporting factor that determines the success of the complete systematic land registration program in Kebumen Regency. Aspects of the bureaucratic structure of establishing a committee implementing the complete systematic land registration at the village level did not run as they should. The target of the complete systematic land registration activity. In addition to strengthening community-owned land rights assets and providing access to reform, it is also the formation of a complete village. In this condition, all parcels of land contained

in it have been registered and are spatially and textually valid. Data related to land information, who owns it, Who uses it then What is the history of the land? The status of land rights is the same as the physical condition of the field. How was it transferred, and how frequently is it updated between juridical and physical data? What is meant by physical is related to the plot of land, namely the spatial size, how long, how wide, where is the position, what size is when in the field, and where is the location of the land?

The use of land registration data is often distinguished by its purposes, such as a) juridical cadastre, b) fiscal cadastre, c) land use cadastre, and d) multipurpose cadastre. Land registration can record land data which includes: geometric data (coordinates, maps); property addresses; land use; real property information; the nature and duration of the nature. Recorded data can encourage land transactions, promote land markets, or assist the administration of various economic and spatial planning solutions. The status of land parcels is always dynamic; there are transitions and changes in use, and the possibility of future differences must be resolved. The complete systematic land registration program's benefits are facilitating the transfer of land rights and guarantee legal certainty. Then the state can carry out its duties to ensure legal certainty, safeguard and protect, regulate and maintain the greatest prosperity of the people.

This study's results also support research by Ariyani, Hakim, and Noor (2014) that the bureaucratic structure has a positive effect on policy implementation. This indicates that the bureaucratic structure is an essential element of policy implementation because a good bureaucratic structure makes policies run well. The results of this study also support research conducted by Shobry (2017), which shows a positive relationship between the bureaucratic structure and the success of implementation programs. The complete systematic land registration implementation has provided easy access

for the community to obtain land certificates with simple procedures and affordable costs. Thus, the fulfillment of citizens' rights in the form of rights to recognition, guarantee, protection, and legal certainty occurs; the right to get special facilities and treatment; and "the right to have private property rights."

In general, the program implementation research that has been done in Somagede Village, Sempor sub-district, and Gondanglegi Village, Ambal sub-district, has found the factors that affect the success of the complete systematic land registration implementation in each village.

CONCLUSION

Based on the results of research and discussion, it can be concluded as follows.

The achievement of the implementation of complete systematic land registration in Kebumen Regency is still not optimal. According to the target set, most of the target areas for complete systemic land registration have not achieved realization. The success of policy implementation by providing an assessment of the sub-aspects of man, money, machine, method, and materials in detail. The research findings explain that implementing complete systematic land registration in Kebumen Regency has not yet reached the policy factors of effectiveness and efficiency of organizational functions and support from the environment.

The communication aspect is a supporting factor that determines the success of the complete systematic land registration program in Kebumen Regency. The communication aspect, starting from the early stages of implementation, has been running effectively. The publication mechanism, the coordination system, and information disclosure have been well fulfilled. However, some of the community owners of land parcels whose acquisitions have the status of inherited land cannot fulfill administrative requirements because they are outside the city. The resource aspect is an inhibiting factor in determining

the success of the complete systematic land registration program in Kebumen Regency.

The resource aspect is an obstacle to achieving the complete systematic land registration program. Firstly, the lack of implementation of human resources at ATR/BPN as a driving team that must reach all sub-districts. Secondly, self-supporting financing borne by each owner of the land parcel is a factor inhibiting program achievement for complete systematic land registration. This is because the cost mutually agreed upon through the community deliberation forum was deemed too high for some people, while the Kebumen Regency government's subsidy was insufficient.

The disposition aspect is a supporting factor that determines the success of the complete systematic land registration program in Kebumen Regency. Aspects of disposition and bureaucratic structure are factors that support the success of the implementation of the complete systematic land registration program. This can be seen in areas where the achievement of the complete systematic land registration program is high because it can mobilize activities independently, while in areas where the achievement is low due to the lack of commitment and involvement of the district government in realizing the budget allocation for systematic land registration, The formation of an adjudication committee that does not meet the structure and low support from the village government to mobilize community participation reduces the motivation of BPN technical officers to carry out the complete systematic land registration program.

The aspect of the bureaucratic structure is a supporting factor that determines the success of the complete systematic land registration program in Kebumen Regency. Aspects of the bureaucratic structure of establishing a committee implementing the complete systematic land registration at the village level are still not running as they should.

Conflict of Interest: None

Source of Funding: None

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How to cite this article: Joko Pitoyo Cahyono, Dwiyanto Indiahono, Slamet Rosyadi. The implementation of a complete systematic land registration program in Kebumen regency, Indonesia. *International Journal of Research and Review*. 2022; 9(9): 100-109. DOI: <https://doi.org/10.52403/ijrr.20220910>
